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# REPORTS

FROM

# COMMITTEES:

*EIGHT VOLUMES.*

—*(4.)*—

## METROPOLITAN COMMUNICATIONS;

## SALE OF BEER.

Session

12 *December* 1854—14 *August* 1855.

VOL. X.

1854-5.

# REPORTS FROM COMMITTEES:

1854-5.

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*EIGHT VOLUMES:—CONTENTS OF THE*

FOURTH VOLUME.

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1.

# REPORT

FROM THE

## SELECT COMMITTEE

ON

# METROPOLITAN COMMUNICATIONS;

*TOGETHER WITH THE*

PROCEEDINGS OF THE COMMITTEE,

MINUTES OF EVIDENCE,

AND APPENDIX.

*Ordered, by* The House of Commons, *to be Printed,*
23 *July* 1855.

*Martis*, 13° *die Martii*, 1855.

*Ordered*, That a Select Committee be appointed to inquire into the State and Condition of the several Communications to and in the Metropolis, including the Bridges over the Thames, and the Approaches thereto; to report whether the Communications and Approaches are adequate to the present and increasing Traffic to and in the Metropolis; if not, the best mode of Improving the same, and whether it will be desirable to have one or more Bridges over the Thames, and where; and the best mode, out of Local Funds, of providing the Cost of such Bridges, and of Improving the said Communications and Approaches, and throwing open to the Public the Toll-paying Bridges.

---

*Martis*, 20° *die Martii*, 1855.

Committee nominated of,—

Mr. Jackson.
Sir William Molesworth.
Lord Robert Grosvenor.
Viscount Ebrington.
Viscount Duncan.
Lord Alfred Hervey.
Sir John Shelley.
Sir James Duke.
Mr. William Williams.
Mr. Oliveira.
Mr. Laing.
Mr. Scholefield.
Mr. Pilkington.
Mr. Biggs.
Mr. Heyworth.

*Ordered*, That the Committee have power to send for Persons, Papers, and Records.

*Ordered*, That Five be the Quorum of the Committee.

---

*Martis*, 19° *die Junii*, 1855.

*Ordered*, That the Report of the Select Committee on Metropolitan Bridges in 1854, be referred to the Select Committee on Metropolitan Communications.

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*Lunæ*, 23° *die Julii*, 1855.

*Ordered*, That the Committee have power to Report their Observations, with the Minutes of Evidence taken before them.

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# REPORT.

THE SELECT COMMITTEE appointed to inquire into the State and Condition of the several COMMUNICATIONS to and in the METROPOLIS, including the BRIDGES over the THAMES, and the Approaches thereto; to report whether the Communications and Approaches are adequate to the present and increasing Traffic to and in the Metropolis; if not, the best mode of Improving the same, and whether it will be desirable to have one or more Bridges over the Thames, and where; and the best mode, out of Local Funds, of providing the Cost of such Bridges, and of Improving the said Communications and Approaches, and throwing open to the Public the Toll-paying Bridges; and who were empowered to Report their OBSERVATIONS, together with the MINUTES of EVIDENCE taken before them, to The House;——HAVE considered the Matters to them referred, and have agreed to the following REPORT:

YOUR Committee beg to report to The House, that they have collected a large and valuable body of Evidence on the subjects referred to them, from Witnesses well qualified, by their experience and attainments, to speak with authority on those subjects. The following are the conclusions at which they have arrived, after a full and careful consideration of that Evidence.

On the preliminary point of their inquiry, Your Committee find that the requirements of the existing traffic of the Metropolis far exceed the present facilities provided for it: that the rapid increase of that traffic is constantly adding to the amount of inconvenience and loss thus caused; that, enormous as the increase has been, it is and must continue to be kept seriously in check by the want of means for its natural expansion; and that it has become indispensable to make provision in this respect for the future on a great and comprehensive scale, and with the least possible delay. In order that The House may the better appreciate the grounds upon which Your Committee rest these convictions, the following facts, adduced in evidence by Mr. Charles Pearson, may be cited. The population of the Metropolitan District which in 1811 was 1,138,000, by the Census of 1851 was 2,362,000, thus showing that it has doubled in 40 years. Your Committee find that about 200,000 persons enter the City each day on foot by different avenues, and about 15,000 by the river steamers; and that, besides the cab, cart, carriage, and waggon traffic of the streets, the omnibuses alone perform an aggregate of 7,400 daily journeys through the City. The number of passengers arriving at and departing from the London Bridge group of Railway Termini, which in 1850 amounted to 5,558,000, had in 1854 risen to 10,845,000. At the South Western Railway, it appears that during the same period the numbers have increased from 1,228,000 to 3,308,000. The number arriving at and departing from the Shoreditch Station last year, is stated at 2,143,000, Euston-square Station 970,000, Paddington Station 1,400,000, King's Cross Station 711,000, the Blackwall Station in Fenchurch-street 8,144,000. These figures serve to convey some idea of the rate at which the traffic of the Metropolis is increasing, and that increase The House will bear in mind, takes place, notwithstanding the obstructions presented by the existing means of communication. Looking at the over-crowded state of the principal thoroughfares of a capital which, as has been shown, has doubled its population within the last 40 years, and which there is every reason to believe is annually accelerating the ratio of its growth, Your Committee have arrived at the following conclusions, and recommend them to the consideration of The House:

1. That wherever the main arteries along which the traffic of the Metropolis now flows, are inadequate for its reception, or severely burdened thereby, relief should be at once sought, either by opening up new routes, or by enlarging the existing ones.

2. That more direct lines of communication should be established, than now exist between several principal points of the Metropolis.

3. That the different metropolitan railway termini should be connected by railway with each other, with the docks, the river, and the Post-office, so as to accelerate the mails, and take all through-traffic, not only of passengers, but in a still more important degree of goods off the streets.

4. That all existing restrictions upon the natural and convenient flow of traffic, such, for example, as tolls on the roads and bridges within the Metropolitan District, should as a general rule be removed.

5. That wherever, as for example in the case of the Metropolitan Railway, works for improving the communication of the Metropolis can be carried out by private enterprise, that course be adopted, and Your Committee consider that most important results may be secured in this way.

6. That when the improvements contemplated partake more of the character of a public benefit than of a commercial speculation, care be taken by such means as economising the waste spaces of the river, or opening new streets through poor neighbourhoods, to diminish the cost of the undertaking to the lowest possible point.

7. That where the objects specified in 5 and 6 can be more efficiently carried out by the combined agency of railways and street improvements suggested by Mr. Pearson, it may be desirable to economize expenditure by uniting the two objects under the superintendence of the intended Metropolitan Board of Works, as recommended in the Railway Commissioners' Report of 1846, referred to in the Evidence of Mr. Pearson.

8. That all the cost of public improvements required by the existing or prospective demands of metropolitan traffic, whether in forming new streets, or enlarging existing ones, or in purchasing or building bridges, or removing toll-bars, should be defrayed by a local rate levied on the whole Metropolitan District.

The extent and variety of the Plans submitted to Your Committee renders it exceedingly difficult for them to draw up a Report which shall at the same time be of a practical character, and do justice to the several promoters. Some of these Plans belong to the class of strictly commercial undertakings, and will fall under the principle laid down in paragraph 5. Others, again, look chiefly to the aid of local taxation for their accomplishment, and are therefore affected by paragraph 8. To some both paragraphs would apply, as partly remunerative, partly in the nature of public works. One to which we shall hereafter have to allude, more specifically, appears to demand for its realisation a degree of countenance from the Legislature which almost removes it beyond the scope of this Report. There have also been brought before Your Committee proposals which rest upon changes being effected in the mode by which the cost of Metropolitan Improvements are now defrayed, and in some instances the bearing of the Evidence points to the importance of better arrangements on the part of river steamboat companies, omnibus proprietors, and generally in the police of the streets, bridges, and river piers.

Your Committee are of opinion, that until some authority is established in the Metropolis sufficiently comprehensive to give effect to improvements in the communication, laid down on a scale adequate to the existing and prospective wants of the traffic, little can be done by the interposition of the Legislature in this matter. They, therefore, desire to express their satisfaction at the prospect of a Metropolitan Board of Works being shortly established, with power to carry out those changes which the existing state of London renders it impossible much longer to postpone.

Your Committee do not consider it within their province to report in detail on the various schemes which have been submitted to them, nor do they see much practical utility in recommending to The House even those of the value of which they think most highly. Such a recommendation can have no decisive influence upon the time and mode of realising any one of these plans;

plans; and Your Committee prefer resting the utility of their labours upon the general conclusions above enumerated, and upon the mass of information on the whole subject of Metropolitan Communication collected in the Evidence appended to this Report. It may, however, enable The House to form a better estimate of the changes and improvements considered requisite in this seat of empire, if special attention be invited to those projects the feasibility and urgency of which have been most strongly impressed on the minds of Your Committee. These are of two classes; 1st. Such as can be recommended on the score of pressing and immediate wants felt, and for the direct and important relief which they would afford, which are of a distinct character. 2d Such as involve large and comprehensive designs for effecting extensive improvements in the whole system of Metropolitan Communication, which, therefore, require to be examined with a degree of care and circumspection which Your Committee has hardly been in a position to bestow upon them. The former class, it will be observed, for the most part involve works of the kind which must be carried out by the aid of local rates. The latter, on the other hand, are chiefly of a strictly commercial character; or where that element is absent, others are involved which compel Your Committee to exercise greater diffidence in inviting to them the special attention of The House.

Class No. 1, embraces the following:—

Mr. Tite's proposal for a street from Trinity-square to Tower Hill, which would be a great relief to the traffic to and from the docks.

The Rev. Mr. Blount's scheme for a street from the Commercial-road to Holborn, and from Shoreditch to Piccadilly, running parallel with Cheapside, Fleet-street, the Strand, and Holborn, and relieving them of a portion of their traffic.

Mr. Bennoch and Mr. Taylor's plan for a street and bridge from the east end of St. Paul's Cathedral, opening up a direct route from Islington to the Elephant and Castle, Southwark.

The widening of the north side of St. Paul's Churchyard, thus far relieving the present route south of St. Paul's.

The alterations proposed by the Corporation of the City of London in Holborn.

The new street, as laid down by Mr. Pennethorne in Southwark, to open the communication with the bridges, thus enabling persons going from the north-west, west and Westminster to reach by a shorter route the south and south-west of London.

The communication between Belgravia and Tyburnia through Kensington Gardens, also proposed by Mr. Pennethorne, the new carriage road through the west end of St. James's Park, and the east end of the Green Park to Pall Mall, and the opening of Hamilton-place from Piccadilly to Park-lane, all tending to bring Westminster, Chelsea, and Belgravia nearer to Oxford-street, and the north-west of the Metropolis.

The formation of these new communications, the removal of all tolls, whether on roads or bridges, coupled with improved police arrangements, Your Committee consider would tend in an important degree to diffuse more equally the present traffic of the Metropolis, to shorten main routes, and to diminish the over-crowded state of some of the great thoroughfares. It will be observed, that the improvements now pointed out are not of a novel or experimental character, but follow strictly the path of Metropolitan Improvement which has been successfully pursued for many years by the Corporation of the City, and the Board of Works.

Your Committee are led by the Evidence to believe that extensive as the foresaid improvements are, and formidable as must be the cost of effecting them, they are not sufficient to afford those enlarged facilities of communication, which the daily increasing traffic of the streets of London requires. Impressed with this conviction, Your Committee beg to direct the attention of The House to the following schemes which have been set before them, the details of which will be found fully set forth in the Evidence, and Plans appended to this Report.

(A.) The Metropolitan Railway, for bringing all the termini of the London Railways into connexion with each other, with the Docks, the River, and the Post-office. The sanction of Parliament has been obtained for a portion of this scheme, and the works are about to commence.

(B.) The conversion of the Regent's Canal into a Railway, with extensions.

(C.) Mr. Charles Pearson's plan for a Railway from Farringdon-street, communicating with the Great Northern Station and the Metropolitan Railway.

(D.) The Western Terminus Railway, giving free access from Westminster to the districts lying south of the Thames, and by means of the river enabling passengers to get readily to the City.

(E.) Mr. Taylor's Railway plans, which, though in connexion with Mr. Bennoch's bridge and road scheme, are in a great measure the same as those of the Metropolitan Railway Company.

(F.) Mr. Hawkshaw's proposal to construct a Railway from the South Western at Kew to the banks of the Thames at Westminster Bridge, thence embanking the river and forming a junction with the Metropolitan, at the point where it crosses the Thames near St. Paul's.

(G.) Mr. Lionel Gisborne's plan for the Embankment of a portion of the Thames, including a roadway on the south side from Lambeth Palace to Southwark Bridge, a Railway on the north side from Westminster Bridge to London Bridge, and tidal basins and increased accommodation to wharfingers.

(H.) Mr. Giles's proposal for a Railway from the North Western across Hungerford Bridge to the South Western, with branches to Southwark and Westminster Bridges, thus connecting the northern and southern lines with each other, and the river.

(I.) Sir Joseph Paxton's plan for a Grand Girdle Railway and Boulevard under glass, with shops and houses attached, crossing the River three times, once a little way above Southwark Bridge, a second time between Waterloo and Hungerford Bridge, in connexion with a branch from the New Cut to Regent's Circus, and again near Lambeth Palace. This vast scheme contemplates reaching all the railways coming into London, the connexion with the Shoreditch and London Bridge Stations being effected by short branches. It possesses in its details, as will be found on a reference to Sir Joseph's Evidence, many features of remarkable novelty.

In considering the merits of the various plans thus enumerated under the second class, Your Committee feel bound to express the approbation with which they regard those of them which seem best fitted to accomplish the following objects: First, that of relieving the streets from the heavy goods traffic in transitu between the Railways, the river, and the docks. Second, the Embankment of the Thames, a public improvement too long delayed; and lastly, the provision, on a suitable scale, for the accommodation of those great tides of passenger traffic which, with daily-increasing force and pressure, are flowing through the streets of this metropolis. The Metropolitan Railway in combination with Mr. Pearson's plan upon which this Railway has been engrafted, promises to accomplish the first of these objects, and as far as his street improvements extend, the last. No plan that has been laid before Your Committee meets all the requirements of the second. With regard to the third object, Your Committee recommend to the consideration of The House the Evidence and splendid designs of Sir Joseph Paxton.

In conclusion, Your Committee, as the general result of their inquiries, beg earnestly to impress upon The House, the extreme importance of practical steps being at once taken by authorities, properly constituted and armed with full powers and means for the purpose, to have the communications of this Metropolis made capable of accommodating its vast and increasing traffic.

23 *July* 1855.

## PROCEEDINGS OF THE COMMITTEE.

*Lunæ*, 26° *die Martii*, 1855.

MEMBERS PRESENT:

| | |
|---|---|
| Mr. Jackson. | Mr. Biggs. |
| Mr. Oliveira. | Mr. Heyworth. |
| Mr. William Williams. | |

Mr. JACKSON called to the Chair.

[Adjourned to Friday, 4th May, at Twelve o'clock.

*Veneris*, 4° *die Maii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Biggs. | Lord A. Hervey. |
| Mr. Oliveira. | Mr. Pilkington. |
| Sir J. Shelley. | |

Mr. *Tite* and Mr. *Haddan*, examined.

[Adjourned till Tuesday next, at Twelve o'clock.

*Martis*, 8° *die Maii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Biggs. | Viscount Ebrington. |
| Lord A. Hervey. | Mr. Pilkington. |
| Mr. Heyworth. | |

Mr. *Francis Bennoch*, examined.

[Adjourned till Thursday next, at One o'clock.

*Jovis*, 10° *die Maii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Biggs, | Mr. W. Williams. |
| Mr. Oliveira. | Lord Alfred Hervey. |
| Mr. Pilkington. | Viscount Duncan. |
| Mr. Heyworth. | Viscount Ebrington. |

Mr. *George Ledwell Taylor*, Mr. *Oliveira*, a Member of the Committee, and Mr. *William Moseley*, examined.

[Adjourned till Thursday, 17th instant.

*Jovis*, 17° *die Maii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Biggs. | Sir J. Duke. |
| Mr. Heyworth. | Mr. William Williams. |
| Mr. Pilkington. | Viscount Ebrington. |
| Mr. Oliveira. | Lord Alfred Hervey. |

Sir *John Key*, Bart., Mr. *T. H. Hall*, Mr. *F. Giles*, Mr. *P. P. Baly*, Mr. *Robert Few*, and Mr. *G. E. Taylor*, examined.

[Adjourned till Thursday, 7th June, at Twelve o'clock.

---

*Jovis*, 7° *die Junii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Lord Alfred Hervey. | Mr. Heyworth. |
| Mr. William Williams. | Mr. Biggs. |
| Lord Robert Grosvenor. | Mr. Oliveira. |
| Mr. Pilkington. | |

Sir *Joseph Paxton*, a Member of the House, Mr. *James Bunning*, Mr. *W. Moseley*, Mr. *Hawkeshaw*, examined.

[Adjourned till To-morrow, at Twelve o'Clock.

---

*Veneris*, 8° *die Junii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Biggs. | Mr. Oliveira. |
| Mr. Pilkington. | Mr. Heyworth. |

Mr. *J. Fowler*, Mr. *William Malins*, Mr. *George Parrott*, examined.

[Adjourned till Thursday next, at Twelve o'Clock.

---

*Jovis*, 14° *die Junii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. William Williams. | Mr. Oliveira. |
| Mr. Briggs. | Mr. Heyworth. |
| Mr. Pilkington. | Lord A. Hervey |

Mr. *Lionel Gisborne*, Mr. *Beaumont*, Mr. *Richard Bell*, and Mr. *Bird*, examined.

[Adjourned to Tuesday next, at Twelve o'clock.

*Martis*, 19° *die Junii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Pilkington. | Viscount Ebrington. |
| Mr. Heyworth. | Mr. William Williams. |
| Mr. Oliveira. | Lord Alfred Hervey. |
| Lord R. Grosvenor. | |

Rev. *Walter Blunt*, Mr. *Stevens*, Mr. *Charles Bell*, and Mr. *Francis Bennoch*, examined.

[Adjourned to Wednesday, 27th June, at Twelve o'clock.

---

*Mercurii*, 27° *die Junii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Biggs. | Viscount Ebrington. |
| Mr. William Williams. | Lord Robert Grosvenor. |
| Sir J. Duke. | Mr. Pilkington. |
| Lord Alfred Hervey. | Mr. Oliveira. |

Mr. *M. Forster*, Mr. *Thomas Taylor*, Mr. *C. Pearson*, and Mr. *Edward Green*, examined.

[Adjourned till To-morrow, at Twelve o'clock.

---

*Jovis*, 28° *die Junii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Oliveira. | Lord R. Grosvenor. |
| Mr. Biggs. | Viscount Ebrington. |
| Lord A. Hervey. | Viscount Duncan. |
| Sir W. Molesworth. | Mr. W. Williams. |

Mr. *James Pennethorne*, Mr. *Edward Green*, Mr. *Edward Wiggins*, Mr. *John Wilson*, Mr. *Henry Dodd*, Mr. *James Smith*, Mr. *E. B. Green*, and Mr. *G. L. Taylor*, examined.

[Adjourned till To-morrow, at One o'clock.

---

*Veneris*, 29° *die Junii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Mr. Oliviera. | Lord A. Hervey. |
| Mr. Biggs. | Mr. Pilkington. |
| Viscount Ebrington. | |

Mr. *E. Dawe*, Mr. *J. W. Lyon*, and Mr. *Henry Browse*, examined.

[Adjourned to Friday, July 20th, at One o'Clock.

---

*Veneris*, 20° *die Julii*, 1855.

MEMBERS PRESENT:

Mr. JACKSON, in the Chair.

| | |
|---|---|
| Sir W. Molesworth. | Mr. W. Williams. |
| Viscount Duncan. | Viscount Ebrington. |
| Mr. Biggs. | Mr. Heyworth. |
| Mr. Oliveira. | Lord R. Grosvenor. |
| Lord A. Hervey. | Mr. Pilkington. |

Draft Report proposed by the Chairman; read 1o; read 2o, paragraph by paragraph.

First Paragraph read, amended, and agreed to.

Second Paragraph read—several amendments made.—Amendment proposed to leave out the words, "there is every reason to believe is annually accelerating the ratio of its growth," in order to insert the words, "is still rapidly increasing" (Viscount *Duncan*), instead thereof.—Question put, "That the words proposed to be left out stand part of the paragraph:"—The Committee divided:

| Ayes, 4. | Noes, 4. |
|---|---|
| Mr. Biggs. | Sir W. Molesworth. |
| Mr. Oliveira. | Viscount Duncan. |
| Lord A. Hervey. | Mr. W. Williams. |
| Viscount Ebrington. | Mr. Heyworth. |

Whereupon the Chairman declared himself with the Ayes.

Paragraph as amended agreed to.

Next paragraph, "1. That wherever main arteries, &c.", read:—Amendment proposed, to leave out the words "at once" (Viscount *Duncan*):—Question put, "That the words 'at once' stand part of the paragraph:"—The Committee divided:

| Ayes, 7. | Noes, 2. |
|---|---|
| Mr. Biggs. | Sir W. Molesworth. |
| Mr. Oliveira. | Viscount Duncan. |
| Lord A. Hervey. | |
| Viscount Ebrington. | |
| Mr. W. Williams. | |
| Mr. Heyworth. | |
| Mr. Pilkington. | |

Paragraph amended and agreed to.

Next paragraph read, amended, and agreed to.

Next paragraph, "3. That the different metropolitan railway termini," &c., page 2, read:—Question put, "That this paragraph stand part of the proposed Report:"—The Committee divided:

| Ayes, 5. | Noes, 2. |
|---|---|
| Mr. Biggs. | Sir W. Molesworth. |
| Lord A. Hervey. | Viscount Duncan. |
| Viscount Ebrington. | |
| Mr. Heyworth. | |
| Mr. Pilkington. | |

Next paragraph, "4. That all existing restrictions," &c. read:—Amendment proposed, to leave out the words "restrictions upon the actual and convenient flow of traffic, such, for example, as," (Sir *W. Molesworth*):—Question put, "That the words proposed to be left out stand part of the paragraph:"—The Committee divided:

| Ayes, 4. | Noes, 4. |
|---|---|
| Viscount Ebrington. | Sir W. Molesworth. |
| Mr. W. Williams. | Viscount Duncan. |
| Mr. Heyworth. | Mr. Biggs. |
| Mr. Pilkington. | Lord A. Hervey. |

Whereupon the Chairman declared himself with the Ayes.

Another amendment proposed, after the word "should," to insert the words "as a general rule." (Viscount *Ebrington*):—Question put, "That those words be there inserted:"—The Committee divided:

| Ayes, 5. | Noes, 3. |
|---|---|
| Sir W. Molesworth. | Mr. W. Williams. |
| Viscount Duncan. | Mr. Heyworth. |
| Mr. Biggs. | Mr. Pilkington. |
| Lord A. Hervey. | |
| Viscount Ebrington. | |

Paragraph as amended agreed to.

Next paragraph, "5. That wherever, as for example, &c.," read :—Amendment proposed, To leave out the words, "wherever, as for example in the case of the Metropolitan Railway, works for improving the communication of the Metropolis can be carried out by private enterprise, that course be adopted," in order to insert the words "in many cases, as for example in the instance of the Metropolitan Railway, Works for improving the communication of the Metropolis can be carried out by private enterprise," (Viscount *Ebrington*):—Question, "That the words proposed to be left out stand part of the paragraph :"—The Committee divided :

| Ayes, 5. | Noes, 4. |
|---|---|
| Mr. Biggs. | Sir W. Molesworth. |
| Mr. Oliveira. | Viscount Duncan. |
| Mr. W. Williams. | Lord A. Hervey. |
| Mr. Heyworth. | Viscount Ebrington. |
| Mr. Pilkington. | |

Question put, "That this paragraph stand part of the proposed report :"—The Committee divided :

| Ayes, 6. | Noes, 3. |
|---|---|
| Mr. Biggs. | Sir W. Molesworth. |
| Mr. Oliveira. | Viscount Duncan. |
| Lord A. Hervey. | Viscount Ebrington. |
| Mr. W. Williams. | |
| Mr. Heyworth. | |
| Mr. Pilkington. | |

Proposed to insert after the last paragraph the following paragraph :—"That where the objects specified in 5 & 6 can be more efficiently carried out by the combined agency of railways and street improvements suggested by Mr. Pearson, it may be desirable to economise expenditure, by uniting the two objects under the superintendence of the intended Metropolitan Board of Works, as recommended in the Railway Commissioners' Report of 1846, referred to in the evidence of Mr. Pearson" (Mr. *Jackson*):—Question, "That this paragraph be there inserted," put and agreed to.

Next paragraph "7. That all charges for public improvements," &c., read.—Several amendments made.—Amendment proposed to leave out the words "a local rate levied on," (Sir *W. Molesworth*):—Question put, "That the words proposed to be left out stand part of the paragraph :"—The Committee divided :

| Ayes, 5. | Noes, 4. |
|---|---|
| Mr. Biggs. | Sir W. Molesworth. |
| Mr. Oliveira. | Viscount Duncan. |
| Lord A. Hervey. | Viscount Ebrington. |
| Mr. Heyworth. | Mr. William Williams. |
| Mr. Pilkington. | |

Paragraph, as amended, agreed to.

Next paragraph, "The extent and variety," &c. read :—Amendment proposed, "To leave out from the word, 'Promoters,' to the end of the paragraph" (Viscount *Duncan*):—Question put, "That the words proposed to be left out stand part of the paragraph :"—The Committee divided :

| Ayes, 7. | Noes, 2. |
|---|---|
| Mr. Biggs. | Sir W. Molesworth. |
| Mr. Oliveira. | Viscount Duncan. |
| Lord A. Hervey. | |
| Viscount Ebrington. | |
| Mr. W. Williams. | |
| Mr. Heyworth. | |
| Mr. Pilkington. | |

Question, "That this paragraph stand part of the proposed Report," put, and agreed to.

Next paragraph, "Your Committee are of opinion," &c., read.—Amendment proposed, To leave out the word "with," in order to insert the words "and hope that the Legislature will give them the requisite" (Viscount *Ebrington*), instead thereof :—Question put, "That the word 'with' stand part of the paragraph :"—The Committee divided :

| Ayes, 7. | Noes, 2. |
|---|---|
| Sir William Molesworth. | Lord A. Hervey. |
| Viscount Duncan. | Viscount Ebrington. |
| Mr. Biggs. | |
| Mr. Oliveira. | |
| Mr. William Williams. | |
| Mr. Heyworth. | |
| Mr. Pilkington. | |

Next paragraph—"Your Committee do not consider," &c., read.—Several amendments made.—Amendment proposed, "To leave out from the words 'bestow upon them,' to the end of the paragraph" (Viscount *Duncan*):—Question put, "That the words proposed to be left out stand part of the paragraph:"—The Committee divided:

| Ayes, 8. | Noes, 2. |
|---|---|
| Mr. Biggs. | Sir William Molesworth. |
| Mr. Oliveira. | Viscount Duncan. |
| Lord A. Hervey. | |
| Viscount Ebrington. | |
| Mr. W. Williams. | |
| Mr. Heyworth. | |
| Mr. Pilkington. | |
| Lord R. Grosvenor. | |

Paragraph, as amended, agreed to.

Remaining paragraphs read, amended, and agreed to.

Question, "That this Report, as amended, be the Report of the Committee" (Mr. *Jackson*), put, and agreed to.

Question, "That the Minutes of Evidence be reported to The House" (Mr. *Jackson*), put, and agreed to.

Ordered to Report.

# MINUTES OF EVIDENCE.

*Veneris*, 4° *die Maii*, 1855.

MEMBERS PRESENT.

| | |
|---|---|
| Mr. Jackson. | Sir John Shelley. |
| Mr. Oliveira. | Lord Alfred Hervey. |
| Mr. Biggs. | Mr. Pilkington. |

WILLIAM JACKSON, Esq., IN THE CHAIR.

*William Tite*, Esq., F.R.S., F.G.S., called in; and Examined.

*W. Tite*, Esq., F.R.S, F.G.S.

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1. *Chairman.*] YOU are an Architect and Surveyor, and I believe you are well acquainted with the City of London and its approaches?—I am; I have been in practice in the City of London 38 years.

2. Your experience has enabled you to judge of the present condition of the approaches to and within the metropolis, and the necessity of some change in them?—Yes.

3. Will you be good enough to state to the Committee your views upon the subject, particularly as to the state of those approaches which may be considered within the metropolis; and will you state whether you have any plan to suggest which would tend to produce an improvement in them?—I have prepared a plan in which, by a red colour upon it, I have shown the improvements that I think essential, both within and without the City; but I will now take, as the question of the Chairman suggests, some of those within the City. I will first call the attention of the Committee to a point where inconvenience is at present most sensibly felt by the citizens. There is a point where the great traffic from the London Docks and the St. Katharine's Docks unites at Tower Hill and is there concentrated; the point is opposite the entrance of St. Katharine's Docks, and on the east of the Tower. The yellow line marked on this plan shows the course that that heavy and enormous traffic must take to get to London Bridge. It first passes up the Minories, it then turns up John-street, then it gets into a narrow street called Hart-street, and from that it turns at right angles into one still narrower, Mark-lane, where the blocking is terrible; it then turns again into a narrow street called Tower-street, and by that route and Eastcheap it finds its way to London Bridge. That is one great cause of the most considerable confusion of the eastern part of the City. Now the remedy is very simple, and not very costly; it has been wanted long by the trade, and has been proposed over and over again, that is, that they should come across straight from Tower-hill into Trinity-square, and then that there should be a branch or new street from Trinity-square into Tower-street. That would remedy the whole mischief, and so far as this peculiar line of traffic is concerned, it would relieve the whole of those streets on the north from that irregular crowded inconvenient track. It would at once take the traffic going that way straight to its destination.

*Vide* Plan No. I. at the end.

4. Then what you suggest is to widen the present street, George-street, to Trinity-square, and to continue that by a street equally wide into Tower-street?—Yes.

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5. Do you propose to widen Tower-street?—That would be desirable, but it is not essential. I have shown it upon this plan as widened, but that is not essential. The new street is essential. I consider this as one of the most important improvements that could be made in the eastern part of the City; it has been constantly pressed by Mr. Jones and others upon the attention of the Government and upon the City authorities; but at present means have not been found to carry it out, and all that has been done has been widening the end of Mark-lane, and that has been done at the expense of the City.

6. Your object in suggesting these alterations is with the view of getting a more ready approach to London Bridge?—Yes, and to the whole of the other side of the river, without the present roundabout, inconvenient, crooked communication through many narrow streets.

7. Your object being, not only to have a perfect communication between London Bridge and the eastern part of London, but also to give a more ready communication between the east and west of London?—Precisely. By these means this very heavy traffic from the docks, which goes over the river to the railways on the other side, and into Gracechurch-street, and all along new Cannon-street, would at once be taken to the proper channel; it would reach new Cannon-street, but that, though a great improvement, is one which ends in inconvenience, that is, it is an extremely wide street in a highly convenient place, ending in St. Paul's Church-yard, which is a most inconvenient place, and the traffic so brought has the effect of crowding Ludgate-hill, and rendering Ludgate-hill and Ludgate-street quite impassable; it was so yesterday. Now, in my humble opinion, instead of the new street being brought there, there should first have been a branch made, going down south into Bridge-street. It should have been brought down into Thames-street, so as to give access to Blackfriars Bridge by way of Earl-street. That connects itself with the improvement and the new bridge which the Committee of last year recommended; the bridge was called my suggestion, but it really was not mine, it belonged to Mr. Bennoch; the suggestion is, that there should be a new street cut from the end of St. Paul's Church-yard, and a new bridge crossing the river at Trig Wharf, which is the point which Mr. Bennoch spoke of reaching south, and then forking off by two important communications, not new ones, into Union-street. By that plan you effect this; you get a perfectly north and south communication through the City. If you do not think it advisable to make both branches of this fork, the eastern and the western, one of them would do it, but two would be better.

8. But if both were made, you consider that with this extension from New Cannon-street to Trig Wharf, and with a new bridge across the Thames at that point, forking off to Charlottee-street, you would get access to the Borough in a much shorter time than by Blackfriars Bridge, and that you would thereby relieve the great thoroughfare of Ludgate-hill of all the traffic that would be coming from the north and the east, through the City, to that part of the Borough?—Doubtless it would have that effect. Now, in connexion with this, I would observe that the communication by Union-street, which is enormously used, is inconvenient; it is crooked and narrow, and a new route has been projected by the Government in the shape of a branch from the Town Hall in the Borough to a point shown upon this plan in Union-street, where it has been widened; it has been attempted by the Government to accomplish this out of a fund which I will speak of presently, but it is prevented by the refusal of the Borough people to contribute. Mr. Gardiner, the solicitor to the Board of Works, informed me that they would have gone on with it, or something in that line, but the parish of St. Saviour refused to contribute anything towards it.

9. Sir *John Shelley*.] What power have the parish of St. Saviour of levying a rate for the purpose of contributing?—They have no power, but it was proposed to give power in the Bill. They were asked to contribute 30,000 *l*., or about that amount. This street, then, would complete the system which I think essential for the traffic coming from the direction of the docks going westward, and crossing the river; it completes the communication on the south side of the river; and by these means the railway traffic from the South-Eastern and Brighton Railways would be at once enabled to get away without having to find its way over London Bridge, or through the narrow, crooked and intricate streets at present in use.

10. *Chairman*.]

10. *Chairman.*] Taking the South-Eastern and the Brighton Railway Station on the east, and the Waterloo South-Western Station on the west, this new bridge would give more ready access to the north of London than any other bridge save London Bridge at the present does?—Yes, it would.

11. And to that portion of the north of London which lies in the direction of the Post-office it would give a readier and more direct access than London Bridge does?—Yes.

12. And avoid thereby the crowding of the City proper?—It would.

13. Sir *J. Shelley.*] What sort of gradient would that new bridge have?—It was proposed that it should be a high-level bridge crossing Thames-street with an arch; and with respect to the cost of the bridge itself, I estimated, and so did Mr. Bennoch, that about 140,000 *l.* would build a bridge of iron. The cost of the approaches, of course, would be very considerable, particularly on the London side.

14. Was the cost of the approaches estimated at all?—No.

15. Could you give us any idea of the cost of the approaches?—No, I could not. I have been a little suddenly called upon to consider this question, but I think I might at another meeting give you some approximation.

16. But, generally, the chief difficulty with regard to all these questions of building bridges is the enormous expense which would be incurred by making the approaches?—Undoubtedly. I am sorry to say that at St. Paul's Churchyard a piece of land has just been let by the City to be built upon, on the south side of St. Paul's Churchyard, at the east end, a small portion of which it would have been most important to retain.

17. Is that the three-cornered piece?—No, it is not the three-cornered piece to which public attention has been so much drawn, but it is a piece opposite; it is 104 feet long, and 57 feet deep in the deepest part. It contains only 4,615 superficial feet; that is, about 500 yards superficial. It has been let for the sum of 1,550 *l.* a year ground rent. Now, what I regret so extremely, and I did my best to call attention to it at the time, is this: that the narrow corner was not kept back so as to leave an opening 60 feet wide, which might have been done at very little cost indeed, but now you would have to buy the house built upon it at an enormous price.

18. How long ago was this letting by the City?—I think it was in November; I called public attention to it as much as I could.

19. *Chairman.*] That letting by the City took place after the expression of opinion by a Committee of this House, and in direct opposition to the views expressed by the Committee?—I am sorry to say that that was so in that particular instance.

20. Sir *J. Shelley.*] Do you know to whom it is let?—Yes; it is let to a gentleman of the name of Hyams. He is now building upon the land very fast. My attention was particularly called to it yesterday, because the height of the buildings is causing annoyance to the neighbours.

21. Is he a member of the corporation?—No, I believe it to be merely as an investment. There is, however, one convenience about the new buildings, that instead of building one great mass, he is going to build four houses, and therefore you may only have to buy one, which makes the matter a little better than it might have otherwise been.

22. Do you imagine that the value of the land was enhanced by the report of the Committee of last year recommending that a bridge should be built in that particular place?—No, I have no such impression.

23. You think that without that, it would have let for that enormous sum?—It is stated that it was the value of the land, as derived from the lettings in the immediate neighbourhood.

24. *Chairman.*] You do not think it has arisen at all from the inquiries which took place last Session, and the answer which the Government gave with reference to the coal tax?—I think not.

25. What would be your next suggestion?—We have now disposed of the north and south communications, and the improvements in connexion with the traffic from the docks on each side of the river, together with the improvements on the south side of the river. I now proceed to another great line of communication which wants improvement most essentially, and which we all feel; I mean the great communication from east to west, beginning at Aldgate, and ending at Lincoln's Inn-fields. Now a good deal of that inconve-

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nience might be very much ameliorated by not very important changes. In the first place, beginning at Aldgate, it is excessively narrow there; I think it might be widened along the side of Leadenhall-street; the property is old and worn out to a very considerable extent. It think it might be widened by buying that property, and setting it back, as has been done in a parallel case in Fenchurch-street, and which really appears to have been done advantageously. The old property bought originally by the Blackwall Railway Company for their terminus was resold, and it has been set back under the provisions of the Act of Parliament, which compelled the Blackwall Railway Company to do it, and I believe the land has been relet without any loss to anybody; that is, it it has been relet with new frontages, under the altered circumstances of the widening, and it has been to the advantage of the City, instead of to their loss. I will give another remarkable instance of that in Cornhill. In Cornhill, at the corner of St. Michael's-alley, there were four houses which belonged to the parish; the houses became dilapidated; they were worn out, and the parish resolved to pull them down, and to let the land, reserving enough to show the whole of that beautiful tower down to the bottom. It is exactly one-fortieth part of an acre, and the ground-rent which they have obtained for that piece of ground under those altered circumstances is 900 *l.* a year, which is far more than the rent paid for the houses before. And it is actually at the rate of 1,080,000 *l.* sterling per acre, that is, calculating the ground-rent at 30 years' purchase, which is very moderate for a ground-rent in the City, for they generally sell at 32 years' purchase.

26. Following up that subject, does your experience lead you to the conclusion that all the improvements which have been made in the City have been remunerative?—No, it will not do that. I will come to that point presently. We have not succeeded in making any improvements in the City without a loss varying probably from 40 to 70 per cent., and my impression about it is, that it is the same in Paris. But if you will allow me, for the present I will continue my course from Aldgate onwards. I come now to the corner of Cornhill and Leadenhall-street; there I think there ought to be some amelioration by rounding the corners. The blockade there is terrible; there ought to be some widening at that point. But the greatest pressure is at the Poultry. I think it is perfectly possible, so far as I can judge, to widen the Poultry, but that involves the taking down of the church. The church is in a very unfit place for public worship, and its removal would probably not be objected to. The course which the Bishop of London takes with respect to churches is, that you are to find a site and build a church elsewhere, and then you have the ground to dispose of; that has been done near the Exchange. But to proceed westward. When you get to the end of Cheapside, you may turn either north or south. You may go along Newgate-street, but that does not take you very conveniently to any place that is important. There have been many schemes with reference to a new street from that point.

27. Sir *J. Shelley.*] It is along Newgate-street that you get into New Oxford-street?—It is. What seems to be wanted most particularly is a communication between the point of Paternoster-row, crossing Farringdon-street at the site of the Fleet Prison, and finding its way to Carey-street, and then by opening a way into Holborn, and improving the communication by Chancery-lane, or in some way into the Strand. The want of that has been much felt, and it has been proposed over and over again by the Crown, and by others, and such a communication is certainly a very essential one, but it is one of extreme difficulty. I have laboured with much care to trace a line from Paternoster-row on the east, to Carey-street, Lincoln's Inn-fields, on the west, and I am not able to suggest at the present moment any very practicable route. But if the Committee will do me the favour to see me at some future time I will endeavour to show one which has been proposed on the one hand by the City, and on the other hand, another by Mr. Pennethorne, the architect to the Woods and Forests, who is building the Rolls Record Office in Chancery-lane.

28. Can you give anything like an approximate estimate of the cost of such an improvement?—No, I cannot at present; I will tell the Committee what the city of Paris has done, and what the city of Paris has proposed to spend upon the Rue Rivoli and other improvements, in order that this country may see what an example has been set in this particular.

29. *Chairman.*] You regard the Mansion-house as the centre of all business in the City?—Yes.

30. The

30. The present routes by Holborn and by the Strand unite at the corner of Paternoster-row, and run into Cheapside?—They do.

31. You propose to relieve Cheapside by widening the Poultry?—Yes.

32. You also contemplate to relieve the Strand, and to relieve Holborn by an intermediate street, commencing at Carey-street, Lincoln's Inn, and ending at Paternoster-row?—Yes; also connecting with that another thing which is most essentially wanted, that is, that there should be a way across Lincoln's Inn-fields out into Holborn, instead of that narrow way called Turnstile. Even if that alone were made it would exceedingly benefit and relieve the Strand, because a great deal of traffic goes that way, which has to find its way down Chancery-lane.

33. The object of that would be to make another wide communication between Holborn and the Strand?—It would, whatever might be the fate of the other improvements.

34. Are those all the improvements you would suggest?—Those are all, either internal or external of the City of London, that strike me as essential. A great many other suggestions have been made, but I think these are essential.

35. You commence at St. Katharine's Docks on the east, and you terminate at Carey-street on the west, and you commence on the south at Union-street, and you terminate on the north at St. Paul's?—Yes.

36. Mr. *Oliveira.*] Have you thought of any mode by which the approach to Southwark Bridge might be improved?—I am very much disposed to believe that that is incurable. I think it has been said, that if you were to make Southwark Bridge a free bridge, it would do a great deal towards relieving the traffic of London Bridge; but then what is to be paid for it? 300,000 *l.* Is it worth that? I cannot see how the gradients are to be very much improved. I think it would be a very dear way of expending the public money; the gradient, it appears from Mr. Page's evidence, is one in 17 ¼; now I do not see how you are to carry an arch over Thames-street, and the suggestions that are made to improve it, by raising a hill at the foot of that bridge, would be quite intolerable in such a street as Thames-street, with its heavy traffic.

37. *Chairman.*] I understand that it is your opinion, that if the Southwark Bridge were free it would only relieve the traffic which at present goes over London Bridge, but that if the proposed new bridge at St. Paul's were erected, the traffic which goes to the north and to the south would all centre upon that bridge, and to that extent London Bridge would be relieved?—No doubt of it; all the traffic going from the Surrey side to the north of London, to the North-Western and the Great Northern Termini, would cross the new bridge. It appears to me a most important element in this inquiry that some great north and south communication should be set up, from which you may turn either to the east or to the west.

38. Your object being to open as free communication as can be had between the great railway termini on the north of London and those on the south?—Yes; and in addition to give a good communication with the docks.

39. Your object in suggesting the improvements you have purposed between St. Katharine's Dock and St. Paul's is to give the interior traffic freer means of communication both in passengers and merchandize?—Decidedly. You have in the City an enormous increase of the heavy traffic, which appears to increase every day; the enormous waggons of Pickford and Chaplin interfere and block up everything in all the great lines of communication in a way which, I think, will soon become a great public nuisance, notwithstanding the activity of the police. When you look to the state of things as it is even at the Aldgate end of Leadenhall-street, I think it will soon become unbearable unless something is done to remedy it; hence the great usefulness of an inquiry of this kind.

40. Sir *J. Shelley.*] You are aware of the arrangements which have been made by the City authorities with regard to London Bridge, as to the slow traffic going over on each side, and the quick traffic along the middle of the bridge?—I am.

41. What do you hear as to the result of that?—It has been attended with the happiest effect; many persons have said to me, "We ought to do the same thing in the crowded streets in the City." But it is not the traffic that is in motion that does the mischief, so much as the traffic that stops to take up and put down goods, like Chaplin's vans. I have no doubt, if you went along

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Cheapside at this moment, you would see 20 or 30 waggons taking up and setting down goods. Now that does not apply to London Bridge; the recent arrangement has amazingly relieved the bridge, but is a peculiarity which you cannot apply where there is any trade going on.

42. Do not you think that some police regulation with regard to omnibuses, obliging them to pull up by the side of the street, instead of stopping in the middle of it, would have a good effect in improving the communications?—No doubt it would. But I am not quite clear whether with the great freedom of our institutions, it would be easy to introduce a regulation of that sort.

43. Do not you think that if such an arrangement were made by the police, the public would be benefited, and especially females, by not being set down in the middle of the street, amidst mud and dirt; and would it not also have the effect of relieving the streets very much of some of the annoyances caused by omnibuses stopping in the middle of the street, in order to prevent competing omnibuses going by them?—No doubt it would; but within the bounds of the City the inconvenience is not so much caused by that; the omnibuses must keep in the middle of the street, they often cannot get to the side of the street, on account of the vans and waggons loading and unloading there; but, doubtless, in wide thoroughfares, take the Strand for instance, a regulation of that kind might be enforced much to the advantage of the public.

44. Lord *A. Hervey.*] Do you happen to know what the regulation in Paris is upon that subject?—No, I do not.

45. *Chairman.*] Do you consider that the general character of the improvements made in the City has been such as to answer their purpose?—I think that in the main they have been very well conducted. I think there are exceptions, and very obvious ones, where a little forethought would have saved a great deal of money. I have quoted one to-day, and I can show you another. At the time of completing the approaches to London Bridge, the east end of Eastcheap, now New Cannon-street, was widened, and a considerable frontage from east to west was new. At the corner particularly the buildings were pulled down, and new buildings were erected at great cost. When New Cannon-street was projected they had to re-buy at great expense, and pull down what had not been 10 years in existence. Now, I think it is essential in all these matters that some distinct plan of improvement should be agreed upon by competent authorities, and that that should not be departed from. I think also there are individual blots in the improvements which have been carried out. But still, in the main, all that matter in the City has been conducted by men of considerable acuteness; and in the case of the approaches to London Bridge they were advised by Sir Robert Smirke, and I know of no better architectural authority than he was, from his painstaking character and the common-sense constitution of his mind. I know of no person who could more safely advise the Committee than Sir Robert Smirke. The more recent improvements have been the widening of Cannon-street, which evidently has been brought into St. Paul's Churchyard because of the great value that it gave to the land which they had to re-sell. If it had turned to the south, the effect of the re-sale of the land would have been far different from what it has been, terminating in St. Paul's Churchyard, though the inconvenience of terminating in St. Paul's Churchyard is enormously great.

46. I suppose the committee have kept an account of the cost of the improvements?—Yes; in the public discussion which has been involved in my attempts to save the piece of land near St. Paul's, I ascertained that they had spent 80,000 *l.* in purchasing the property essential to the street shown in my plan by that dark-coloured line; and that they will get back again, exclusively of this triangular piece, about which so much has been said, 440,000 *l.* Now that is more successful than anything I have ever known of this kind.

47. That is, calculating the ground-rents at so many years' purchase?—Yes.

48. How many years' purchase?—They have sold, in the City, at 31 ½ years, upon the average; of course it is contingent upon the price of the funds; if an attempt were made to sell them to-day, probably they would not realise that price; but, in the ordinary state of things they have fetched from 31 to 34 years' purchase; the average has been 31 ½.

49. How many years' lease?—They are generally about 80; they began at about 90, but as the improvement goes on part of the time is wiped off.

50. Then

50. Then the reversionary interest of the City of London must be of considerable value?—No; they sell the fee; they do not reserve the reversion; you have the ground-rent in possession, and the fee in reversion, but a reversion so distant that it is not an element in the calculation; it is an element in the security, but not in a commercial point of view.

51. Sir *J. Shelley.*] What funds have the City, except the coal tax, for carrying into effect such improvements as these?—They have none, properly. They have always contributed a portion of their own funds for incidental improvements, but not for these large improvements; these large improvements have always been carried out by distinct Acts of Parliament, giving them authority to raise the money by the authority of the seal of the Corporation, and recompensing them out of the coal tax.

52. Do you know whether the City owns much property?—Yes, very considerable. The City property arises in the same manner as in some other old cities; the sites of the ditches and walls which once surrounded the City all belonged to the City; therefore, if you begin at the Tower, and take a line all round by Moorfields, you find the City's property to be the line of the old wall, and the waste land outside the wall; that is very considerable. Besides that, they have the Conduit Mead estate, where some springs arose which supplied the conduit in Cheapside with water; that belongs to the City of London. They have, also, a large estate in Finsbury; some fields which, I apprehend, were once devoted to archery. So that their income is very considerable, and it is perfectly well known what it is.

53. *Chairman.*] Do you think that if that property were disposed of, and the proceeds of it applied to carrying out the improvements which you have suggested, the City would lose much by the exchange?—To answer that question involves another; the proceeds of those rents form the fund that keeps up the Corporation of London; for instance, it pays the architect, and it pays the town clerk, and all the establishments. Money must be had by the Corporation for those purposes; therefore, if you sold the property, you would denude them of the means of paying officers of that character, which are essential to a corporation.

54. Could not the City of London, like other municipal bodies in the kingdom, have a local tax for paying the costs of the establishment?—Yes; but I feel that the taxation of London is extremely heavy within London proper.

55. Sir *J. Shelley.*] Do you mean in the City?—I mean in the City. I will give you a case in point: I lived 10 years of my life in a house close to Russell-square; the rent of that house, and the rent of my house in the City, where my offices are, in St. Helen's, happened to be the same, and the extent of the houses was about the same. Now the rates and taxes on the house in the City were exactly double what they were upon the other house in St. Pancras.

56. What does that arise from?—It arises from several things: it arises partly from an extremely heavy tithe, a 2*s.* 9*d.* tithe in the City: it arises also from the land-tax. Besides that, the rating for the City purposes is a costly matter. And there is the sewage, which sewage has been extremely well done. The paving is an extremely costly matter in the City, exposed as it is to enormous traffic; those charges are extremely great, as compared with what they are anywhere else. The poor rate in many parishes in the City is light, because the poor are mainly out of the City; and the charities in the City afford a considerable amount of relief to the poor.

57. Do you think that the property of the City of London is as well managed by them as a corporation as it would be by individuals?—I think it is about the best managed property, as regards the letting, of any estate that I know; I know nothing superior to the machinery by which they have either managed their own property, or purchased that which they have to purchase. I will tell you presently one great difficulty with which the City, as well as everybody else, has to contend in acquiring property compulsorily; but with reference to the mode adopted by the corporation in the management of their property, no individuals, or corporations, or companies, do it better; they are plain and uninformed men very often, but they are men who thoroughly understand what they are about, and there is an entire absence of jobbing. That is my experience from many years' acquaintance.

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58. Sir *J. Shelley.*] But the result is, that it is apparently expensively managed?—No doubt it is. There is a good deal of expense which is incidental to the ancient mode of doing the thing; for instance, when gentlemen meet upon the City Lands Committee, they sit from 12 or one o'clock until four or five, with the most patient attention; they have the parties before them and do the business themselves, and then they adjourn to dinner. It is not an expensive dinner, but it is an incidental expense which, to a great extent, attaches to the ancient custom.

59. You do not belong to the Corporation?—Not all.

60. Does this system, in your opinion, tend to increase the efficiency with which the work is done?—I distinctly think so; I think that many a man leaves his business and goes there, not because of the dinner he gets, he would get as good a dinner at his own house, but because there is a sociality about it. They never stay late; they rise at eight o'clock, and they generally dine at five.

61. *Chairman.*] Is not there a great portion of the City property which may be considered as unproductive; namely, property that is not built upon, and which might be built upon?—I do not think so; I know that they at one time adopted the mode of letting by renewal leases; and I do not think they did very wisely in that. There may have been at that period, which was the beginning of the reign of George the Third, a little jobbing. In covering a site, which had been the site of the great ditch, Houndsditch, and in the Minories also, which had been the site of ditches and walls; at that time the ground was covered by parties, who took leases, renewable for ever at certain intervals; it was the fashion at that day, and perhaps at that time there might have been a little jobbing in covering the land.

62. Then it is not your opinion that if the whole of the City's property were disposed of, and the proceeds re-invested in new streets, for the purpose of carrying out the improvements you have suggested, it would be beneficial to the City as a whole?—It would doubtless, if you can find means, after the reform of the Corporation, and the change of its character of paying all the expenses that belong to the Corporation; but that lets in the great question of the social condition of the Corporation of London. If it is essential that the Emperor of the French should be entertained in the style that he was the other day, it must be paid for in some way; that is paid for out of the City rents. If the Corporation is to be only the useful machine that it is in most corporations that I am acquainted with, then it might be conducted at considerably less expense, and the property might be sold, and these improvements carried out for the general benefit.

63. Supposing the present property of the Corporation of London were sold, and re-invested in property contiguous to the new streets, do you think that the amount so re-invested would contribute as large a rent as the property sold?—No, it would not, there must be a loss.

64. What would be your estimate of the amount of loss?—The amount of loss is found to be from 50 to 70 per cent. Under very favourable circumstances you may get back 50 per cent., as in New Cannon-street. You began with spending 800,000*l.*, and you got back 440,000 *l.* Therefore, the amount of loss there is rather less than 50 per cent.; but in many cases the loss is greater than that.

65. So far, the difference between the cost and the proceeds has been paid out of the coal tax?—It has been.

66. The loss has been made up by the coal tax, which coal tax has been diffused over the whole of the metropolis, within 25 miles of the Post-office?—Yes.

67. Do you think it unfair to assess the whole of the metropolis, and a certain district outside the metropolis, for the purpose of making those improvements in the City of London?—I think not. I do not see any reason why a man who comes into London from a distance for the purposes of business, should not pay for the improvements rendered necessary by the great concourse of people.

68. Sir *J. Shelley.*] Do not you think that if the whole of the metropolis contributes towards those improvements, the carrying out of those improvements, and the overlooking the expenditure, ought to be done by a body representing in some shape or other all the ratepayers?—Most distinctly, I am quite of that opinion.

69. Do

69. Do not you conceive, with reference to the reception of the Emperor of the French, or any crowned head who might come here, that the reception would be quite as likely to be a proper and fit one if it were conducted by any central body representing the whole of the metropolis, as it would be if conducted by only a small portion, as is the case now?—I think not; but that raises another, a social question, involving in it a great many considerations, and particularly whether such festivities are desirable at all.

70. *Chairman.*] What I want to ascertain from you is this: assuming that the whole of the property of the Corporation of London were disposed of, and the proceeds applied in carrying out the improvements which you have suggested, do you think it would be right to have a general rate over the whole of the metropolis, for the purpose of making up the deficiency between the expenditure for the improvements and the proceeds of them?—I think it would.

71. And in addition to that, you would go further, and say, that inasmuch as this property forms the source from which the payment is made of the various officers connected with the City of London, the whole of the metropolis should also bear their portion of the expenditure required to pay those officers by a rate, in lieu of the City property so disposed of to make those improvements?—So it appears to me; I am quite of that mind; and I think the analogy of the French towns goes to that. The improvements there are paid for by the *octroi*, which is a duty paid by people growing things out of the City, and bringing them into it to supply its markets and its general consumption.

72. Sir *J. Shelley.*] Is not that a principle applying to the whole of Paris, not to a small portion of it, as is the case in the City of London?—Doubtless.

73. Do not you think that the great objection which the metropolis at present have to pay any *octroi* for such a purpose, is that they have no voice in the expenditure of the money?—I am quite of that mind, so far as regards all parties beyond the limits of the City proper. Abandoning what I call the social part of the question, I think the scheme may be carried out with great advantage to the community.

74. I understand you to say, that although the various operations carried on by the City are well done, yet you consider them expensively done under the present system?—They are.

75. Mr. *Biggs.*] You have talked about the social status of the Corporation of the City of London; do you think that the social status of the Corporation would be reduced, if the trappings which they have now were retrenched?—I think a good deal of that is paid for by individual purses. The Lord Mayor's state carriage belongs to the Corporation; but all the tomfoolery belonging to the sheriffs, they pay for themselves.

76. Sir *J. Shelley.*] Do not they pay for it compulsorily; that is to say, are they not subject to a heavy fine if they do not accept the shrievalty?—You may always avoid it; if a man does not desire to be a sheriff, he is not necessarily fined. It has been proposed to myself often enough, "Would you like to be sheriff?" If you would you are drunk to; but if you say, "No, I cannot attend to it, and it would be an unkindness to propose it," it would not be proposed; I believe there has been one case which was done ill-naturedly; but if that gentleman had taken the right course, he might have avoided it; he had only to appear at the hustings, and to say, "You have done me the honour of choosing me, but it is inconvenient to me to undertake it at present, and I doubt whether I shall be able to undertake it at all; be good enough to pass me over;" he would have been passed over.

77. The effect of that would be very likely that a man who would do the duty well would be passed over, because he was not in the condition to spend 4,000*l.* or 5,000*l.* on the shrievalty?—Most unquestionably; I think the parade most silly; I believe the shrievalty usually costs some 5,000 *l.* or 6,000 *l.*

78. *Chairman.*] Could you give the Committee any idea of what is the rateable value of the property of the various boroughs forming the metropolitan district?—No, I cannot; I can tell you the rateable value of Middlesex; the rateable value of the whole of Middlesex, which has been gone into very carefully lately, by reason of some apportionments which were required, is 9,000,000*l.* Now how much of that county is comprised within the limits to which you refer, I cannot say, but I was struck with the fact, because when one talks of meeting expenses such as you must contemplate in these improvements, by a rate, and when one finds that the rateable property in one of the best counties

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only stands at 9,000,000 *l.*, one is struck to see how small a sum will be produced by a penny in the pound.

79. Have you calculated the amount?—I think it is only 37,500 *l.*

80. How much money could be raised upon that, in the form of Terminable Annuities, at 3 ½ per cent; would it not raise a million of money?—Yes, in favourable times that might be done.

81. A penny in the pound upon 9,000,000 *l.* of rateable property in the county of Middlesex would be equivalent to 1,000,000 *l.*?—Yes, in that view it would.

82. You are of opinion that the purchase of bridges, and various other improvements which are required in the metropolis, ought to be borne by a local rate?—By a local charge; whether it is to be a local tax, or a local rate, is a question for the Legislature.

83. How far do you think that tax should extend?—I think to the limits of the coal tax.

84. You think that fair and reasonable?—Yes.

85. Sir *J. Shelley.*] Are you aware of a Bill before the House now, defining the limit of the metropolis to be the Registrar-general's district; would you not prefer that to the district of the coal tax?—I am not sufficiently acquainted with the modern suggestion to answer that.

86. You have probably read the evidence taken before the Committee upon the Coal Tax, in the Session before last?—Yes.

87. Are you aware of the fact that great complaints were made by one gentleman, who happened to live on the boundary of the coal tax, part of his property being just beyond the boundary and part just within?—Yes.

88. Do not you think that any heavy tax, the limits of which were determined by such an arbitrary line as that (which was fixed many years ago), would be very unjust?—I do not see how to get out of the geometrical difficulty, if you are to fix any limit. Whatever limit you fix there may be cases of hardship; and that gentleman, whom I know particularly well, Mr. Dickinson, would just as much complain about a rate upon his large premises as he does about the coal tax. He complains bitterly of the coal tax, because of the fact which was brought out by his correspondence with me in the "Times." I suggested that if he got rid of the coal tax he would save 1,200 *l.* a year, and he did not deny it.

89. *Chairman.*] The advantage of his position is equal to 1,200 *l.* a year, or else he would remove?—Yes.

90. Sir *J. Shelley.*] Your evidence shows that the alterations and improvements which you propose must cost a very large sum of money. Have you any suggestion to make to the Committee for the purpose of meeting the expense, other than that which you have just made, namely, that an improvement rate should be levied which should be applied to the whole area of the coal tax?—No.

91. Can you suggest any economy as regards the mode in which the Corporation carry on their work?—I can mention one point in which I think considerable economy ought to be exercised; because I feel the pressure of it in other matters also. I mean the machinery by which the property is obtained. It is inconvenient beyond measure, and it is excessively costly. It appears to me that when an undertaking of this sort is set about for the mere purpose of social improvement there ought to be nothing in the shape of litigation that can possibly be avoided consistently with justice. Now, in the present state of the law, the amount of litigation that is thrown around the obtaining of property is something inconceivable. I could give a case that occurred recently in the City; but I do not know the particulars of that so well as I do the particulars of one which occurred in my own experience within the last three months under the Lands Clauses Consolidation Act. By that Act a man, if he differs with a company who want to purchase his property, has a right to a jury or an arbitration. Now the latter provision appears so simple and so reasonable, that when it was suggested no man objected to it. A trial by jury is a matter which is very soon settled. It is an affair generally of one day, and it is dependent upon common-sense principles. At all events it is quickly got through and done with, but arbitration, which appears *primâ facie* a more natural course, is made a source of litigation which it is difficult to believe. I will give you a case that occurred lately near at the town of Harwich: there is a gentleman there

there who has a mill, he also had a dock, and he grinds and burns Harwich cement stone; the whole of this property was valued by myself and others, and it was believed that the estate was worth 10,000*l.* or 11,000*l.* in the market, as a whole; the railway ran across the edge of it; they took an acre and a half of swamp land; they left the road to his mills, and they went to great expense and constructed him a dock in deep water, filled up his own dock, and gave him a large piece of land; so that I swore, and most conscientiously believe, that the estate was worth more than before they touched it; now that gentleman was in the hands of a solicitor who has made a large fortune by taking up such cases, and by the litigation, which the Lands Clauses Act permits. In this case he claimed some impossible sum, I believe 25,000*l.*, for the injury, and he demanded that it shall not be tried by a jury, but by arbitration under the Lands Clauses Act; he appoints one surveyor and the company appoints another; he then insists that the umpire shall be a barrister; in that case the umpire was Mr. Butt, a Member of this House, and he then himself employs Sir Fitzroy Kelly and Mr. Wilde as his counsel, and of course the company were bound to meet Sir Fitzroy Kelly by Mr. Lloyd, or an equally important person; it ended in 22 meetings; the plaintiff's bill of costs was 3,200*l.*; Mr. Butt claimed 850*l.* for his fees as umpire; the award, whether just or unjust, is not to the present purpose; I believe very much the latter; but that is the way in which that inquiry was conducted, whereas any one of you gentlemen would have been perfectly competent to have settled this case, by going and looking at the place, first seeing what it was before it was touched by the company, and then seeing what it was when it was completed; and the whole matter might have been determined in two or three hours; but the cost to the company was enormous, because you will observe that the company are bound to pay the costs of the plaintiff; they are bound also to pay the umpire almost anything he chooses to ask; in this case he valued his time at 850*l.*, as I understand, having attended 22 days; the result therefore is, that in this case the total law expenses could not have been less than 7,000*l.*, most of which fell on the railway company; the fees paid to Sir F. Kelly alone were more than 1,000 guineas.

92. Your opinion is that all disputes in such cases should be left to a jury, and not be referred to arbitration?—It would be much better to leave it to a jury, and not to let it go to arbitration; but when it goes to a jury there ought to be some judge well acquainted with such matters; the sheriff is the judge; but the sheriff is rarely sufficiently acquainted with the business to do it himself; that leads to the appointment of an assessor, and that causes unnecessary expense. I think that in the case of improvements such as these, there should be a competent person, who should preside at all inquiries of this kind. The jury should be sworn in the ordinary way, but a competent judge would soon put an end to all this calling of 50 witnesses, when two would answer the purpose. There should be some simple machinery provided, by which all expensive proceedings should be avoided, and justice done to the claimants.

93. Sir *J. Shelley.*] The object of the present machinery is to protect a party against a great company, who might desire to do him injustice?—That is the object, but the machinery is most objectionable, especially with regard to these improvements. Now, I can give you a City case: I believe the City have been wise enough to resist the importation of the Lands Clauses into their Acts of Parliament, and therefore they are, as to arbitrations, much better off than the railway companies; but here was a recent case of Berens & Blomberg, a very large German and French house, in St. Paul's Churchyard, which was very much like the one I have mentioned; there I saw the arbitrator, attended by five or six counsel, sitting to determine what Messrs. Berens & Blomberg ought to have, for removing out of one place into another; they sat 18 or 20 days; and it was conducted by the same solicitor that conducted the other case at Harwich.

94. *Chairman.*] Reverting again to the rating, I understand you to say that you are of opinion that property outside the metropolis would to a great extent derive almost as great a benefit from these improvements as the property within the metropolis, and therefore ought to be liable to any rate which might be imposed for this purpose?—I think it is more a personal question than a question of property; I do not know that any property which I have in the City would be improved in value by any of the improvements which I have

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suggested; but I think that any man who grows anything which he brings into the City, or comes into the City for his business, would be convenienced, in point of saving time and in other respects, by the improvements which I have mentioned. Therefore it appears to me to be a personal question rather than a question of property.

95. Sir *J. Shelley*] Take the case of two London merchants, say the one living just within the area of the coal tax, and the other living just outside that area; do you see any reason, in equity, why the man living just within that magic circle should pay, and the man living just beyond should not pay?—But if you make a geometrical limit you cannot help yourself; if not, that would lead to this, that the whole nation must contribute, and then improvements must be paid for out of the Consolidated Fund; that is another question.

96. Mr. *Oliveira.*] What is the extent of the coal tax district?—It is 25 miles from the Post-office.

97. So that in the tax which you would substitute for the coal tax you would take the same area?—Yes.

98. And you would recommend that all the bridges over the Thames in Middlesex and Surrey should be made free?—Yes.

99. Sir *J. Shelley.*] Do you see any good reason why that circle, which was fixed many years ago as the area of local taxation, for this purpose, should now be adhered to?—Certainly not; I cannot extricate myself from the dilemma which you may get me into by asking me. If it be 25 miles, why should it not be 30? except that if this principle be adopted, it must cease somewhere. And it appears to me that if, within 25 miles, you release the whole of the population from an inconvenient impost, which apparently has been based upon some principle for this purpose, surely it is not very unreasonable to ask them to contribute to the improvements to which that tax went.

100. Would it not be a better plan to raise the necessary funds by taxing every person who comes into London by railway?—I have not thought of that.

101. *Chairman.*] Has not a man who lives in Fleet-street and pays a watch rate, equal ground of complaint of paying for lamps in Leadenhall-street, which he never sees?—I suppose he has; I suppose the analogy is a fair one. Before I pass entirely from the coal tax I want to mention the produce of it: first, there is a mistake in supposing that it expires in 1862; it does not. The 4 *d.* coal tax, the ancient orphan's due, is guaranteed by charter, and the Acts of Parliament have nothing to do with it. That will last for ever, unless an Act of Parliament puts an end to it.

102. Sir *J. Shelley.*] Is not there a difference of opinion upon that?—I never heard of any; I thought that point was conceded; I understand it to be created by charter; but I will state the produce of it, up to the year 1853: in 1851, the 4 *d.* duty produced 58,537 *l.*; in 1852, 62,640 *l.*; in 1853, 66,082 *l.* The return is not made beyond 1853.

103. Are those returns made in consequence of the order of the former Committee?—No; they are returns made in the City's accounts.

104. *Chairman.*] The total coal tax is 1 *s.* 1 *d.*; how is that appropriated?—Eightpence goes to the Treasury for improvements all over London.

105. Does that embrace the borough of Southwark?—Yes; out of that there would be a contribution towards the street which I mentioned in the early part of my evidence. Then 1 *d.* goes to the improvements in the Tower Hamlets, which was secured by Sir William Clay. And the 4 *d.*, the City take. It originated with a charter granted in the reign of Charles the Second.

106. Then the City proper takes 4 *d.*, and the metropolitan district takes 8 *d.*, and the Tower Hamlets take 1 *d.*?—Yes.

107. Do the Tower Hamlets come within the metropolitan district in which the 8 *d.* is expended?—Yes. The 4 *d.* is handed over to the Chamberlain of the Corporation of London; the 8 *d.* is handed over to the Lords of the Treasury; and the 1 *d.* is handed over to the Woods and Forests. They are kept separate in that way.

108. Can you state how much money has been raised, in the way of loan, by the City of London, for the purposes of improvements within the City upon the 4 *d.* coal tax?—I understand that the cost of the improvement in Cannon-street, that is to say, the loss by the operation, will be defrayed by the coal tax before the year, or including the year, 1862; and that from and after that time that coal tax is clear for any other improvement. I mean that in the year

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1862 the City will be out of debt for all the improvements made in the City at the present time.

109. Then assuming that the coal tax is exhausted by the amount of money raised for the existing improvements, there is no other mode of the City of London carrying out further improvements, except by the sale of the property to which you have before alluded, or by additional local taxation?—Precisely; I understand the case to be put thus: that if the City realise the sum of money which they expect for the surplus property and for old materials, and receive, in addition, the coal tax up to the year 1862, they will be exactly where they were when they began. Then our suggestion for finding the means of paying for that piece of land was to continue the coal tax for one year longer. We believe that that would be equal to 80,000 *l.*; and that discounted would represent about 50,000 *l.* at the present time.

110. That would be making the coal tax continue to 1863?—Yes.

111. Whether from the proceeds of the coal tax, or from the proceeds of local rating, is it your opinion that the whole of the approaches which you have suggested, including the purchase of several bridges crossing the Thames, should be made?—It is, decidedly.

112. You consider that a legitimate mode by which the bridges should be purchased, and these improvements carried out?—Yes.

113. Sir *J. Shelley.*] All that you have said as regards improvements has applied to the City; have you given your attention to other portions of the metropolis?—The improvements I have suggested, are for the benefit of the metropolis generally; what I aimed at was, to consider what improvements are essential to the great traffic of the metropolis proper.

114. In considering any expense or charge to be defrayed by the coal tax, you have looked only to those improvements you have now suggested?—Yes.

115. If there are other portions of the metropolis that require improvements they must wait till hereafter?—Yes, of course; you could not set about pulling down the whole at once.

116. *Chairman.*] Do not the gross proceeds of the coal tax amount to between 200,000*l.* and 300,000 *l.* per annum?—Yes.

117. If it were continued, it would be sufficient to carry out the whole of these improvements?—No doubt.

118. You think that, whether it is a coal tax or an improvement rate, is immaterial, so that the amount is raised?—Yes; but I prefer the coal tax.

119. You are well acquainted with the improvements that have been recently made in the City of Paris?—I am.

120. Will you be so good as to give us your opinion with respect to those improvements, and the manner in which they have been carried out?—The improvements in Paris all the world is struck with, both as to their extent and their effect; and I have been a little anxious to ascertain whether the French manage these things better than we do, or whether they take any one particular course to raise money to do it; and I have obtained, among other papers, a report of the Prefect of the Seine to the municipality of Paris. It is in the "Moniteur" of the date of the 28th of March 1855; and it gives the history from first to last of all the improvements. They began in the year 1851 by an Act of Parliament (to use a simple phrase) authorising the City of Paris to raise a sum of 50,000,000 of francs. They were to charge the *octroi* with it. That was the beginning of the improvements of the Rue Rivoli, and about the palace of the Tuileries. Their credit was so good, that they raised the sum of 61,500,000 francs. They were five per cent. Bonds. Now the State contributes directly in certain proportions. For the improvements immediately connected with the Louvre, the City of Paris contributed only one-third, and the State paid two-thirds. When they proposed to continue the Rue Rivoli further, the State relieved the houses from the house-tax, to which it appears they are chargeable; and the first part of the Rue Rivoli is not subject to the house tax, which is a duty charged upon houses in Paris. Under other circumstances, the Government assisted a little in other proportions, but not to any great extent. In the case of the markets, they give one-third instead of two-thirds towards the expense. So that the City of Paris is assisted more or less in

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all their improvements in those particular instances in that way. Now, the whole sum of money that they have either raised, or are to raise, amounts to 149,744,000 francs: it is equal to 6,000,000 *l.* sterling. That expenditure will be completed, according to this report, in 1860, and the total expenditure will be 149,000,000 francs. The statement is a little confused. I understand that amount to be, after deducting credit, for money derived from the sale of lands. The accounts are so mixed up with the cost of the large new markets, that I cannot come at the result very distinctly. It has been stated that the improvements in Paris have paid themselves. I do not find that to be the case; but, on the contrary, I think the loss in Paris, as far as I can make out from this document, is as near as possible the same as it is in London. I think that the great improvements there have cost something in the same proportion.

121. How much is the loss diminished by the total amount of contribution which the State gives in Paris?—That I cannot find in the papers before me.

122. Does the State contribute one-third of the gross amount, or is it one-third upon the net loss?—The State contributes one-third of the estimate. The contributions of the State are in excess of those sums, as far as I understand this paper. That is to say, I understand that the City of Paris is to raise six millions of money for these improvements.

123. But the improvements in the City of Paris are more of an ornamental character than of a business character?—Clearly.

124. Therefore you would not anticipate the same result in that respect in London as in Paris?—No. At the same time, Paris has been greatly conveniened and benefited by the destruction of an immense mass of crowded property, and the creation of a very convenient and beautiful street in a very important part of the City. It is quite worth a very large expenditure; though I do not think it was by any means a matter of the same pressing necessity as the improvements which I have suggested to be made in the metropolis.

125. Sir *J. Shelley.*] Can you state whether those improvements in Paris would have been carried out by a tax upon Paris alone, without the assistance of the Government?—I see no reason to say why they would not; except the contribution of the Government for the improvements in connexion with the Louvre; my impression would be that they could not have been a very important matter, as compared with the great mass of the expenditure.

126. Do you understand that the State contribution went merely to that, and not to the improvements generally?—It went to that specially. When the Government demanded the finishing of the Louvre, which has been a project existing a century and a half, they said that the City of Paris should contribute one-third of the cost, and they would be two-thirds. They undertook the buying of the houses, and the Government undertook to level the ground. Then, in another part of the City, for the great market, and the streets round the great market, the State, as I understand this report, contributes one-third.

127. That is what in this country would be called out of the Consolidated Fund?—Precisely.

128. *Chairman.*] Have you anything to state with respect to the manner in which the property is purchased in France for the purpose of improvements?—I have taken some pains to observe the mode of managing the purchase of property in France. Everything in France in matters of title is particularly simple, because everything is registered. In connexion with the French railways, with which I had a great deal to do, nothing is more simple than the purchase of land; you have simply to pay four or five shillings for registration that so much land has been sold to a third party; therefore, in that respect, you have an element of cheapness which we have not, and which we cannot obtain. With regard to their laws of ex-appropriation and the mode of obtaining property, they do not differ in principle from ours, but they are less expensive; they do not allow any witnesses to be called; the jury go and satisfy themselves by seeing the property. The jury is constituted in a particular way; they are not chosen by lot, but a certain part of the jury must be men who are well informed upon the subject, and the president also is very much like what I have suggested. There are several mayors in Paris; the mayors in the several *mairies* do their best also to induce the parties who make claims to settle them upon reasonable terms, and recourse is had to a jury if they cannot settle it. Now the City of

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London manage that part of the business most admirably in the purchase of property. I may say that I have bought about five or six millions of property for railways and improvements; but nowhere is it done better than by the City; and I think that their way of doing it might be imitated in any scheme for carrying out a great improvement. Any question with respect to freehold land or houses, is left at once for the surveyor of the City to deal with. That is generally a dry question; it does not involve much difficulty; but the question of difficulty is of course the value of the interest of the tradesman. Now the committee deal with that themselves; they never refer a case of trade; they never have all that swearing and counter-swearing upon the subject before an arbitrator; they ask the man to make his claim, and they ask him to come with his solicitor and with his surveyor before the committee, to tell his own story in his own way. After hearing him, he leaves the room; they consider upon what he has said, and they make him an offer; and in nine cases out of ten the offer is accepted, or modified, and it is done with. They say, "If you do not choose to take that sum, take any time you please in reason to consider it; and if refused, we shall issue a warrant to the sheriff." And thus the number of juries upon these cases in the City is extremely inconsiderable. In the case of Berens and Blumberg, I do not know how the reference to arbitration arose; but I think it arose from some opposition in Parliament, and that in Parliament the City agreed to refer that particular case, and that on that account they were compelled to refer it; and they were thus let into all the difficulties I have referred to in that instance. With an arbitration, all the books of the parties are brought; professional men, counsel, solicitors, surveyors, accountants without number; statements are made; the whole thing is given in detail; and I cannot conceive anything more fatiguing, more embarrassing, and, in my judgment, more untrue, than the course taken in those cases. The bearing of this upon the purchase of property for these improvements is most important. All cases of leasehold and freehold can be dealt with very easily; they are well understood; but the moment you come to purchase a man's trade, then there is this enormous difficulty and expense. I hope the Committee will consider this subject, with a view to prevent these inconveniences arising, if improvements are largely entered upon.

129. Sir *J. Shelley.*] Of what class of persons is the committee composed in the City who go through these various details, are they tradesmen?—They are tradesmen and solicitors; a good many solicitors.

130. Any architects?—They have their own architect.

131. Are there any who are members of the committee?—One or two.

132. Are they principally composed of tradesmen in the City?—Yes, I think tradesmen.

133. The committee is not the same as the City Commission of Sewers?—No; the sewers are managed by a commission issued annually from the Crown; but the members of the committee are taken out of the Common Council. There is an alderman and a commoner from each ward.

134. Mr. *Pilkington.*] Do they allow the claimant to bring his own professional adviser?—Yes; they have their own solicitor, Mr. Pearson, and their own surveyor, Mr. Bunning; and any man who comes is assisted by his surveyor and by his solicitor.

135. Where do they get the power of dealing with property in this way?—By Act of Parliament. I was going to say that the chairman of the Improvement Committee at present is a Mr. Hall, a wholesale hatter; a man of ability and of great integrity.

136. *Chairman.*] Have you thought of any other bridges which you think it would be advisable to build over the river?—I have not. I have only taken one which appears to be most important, and to be identical with the report of last year. I think it is also very desirable, and it could be easily done, to turn the Hungerford Bridge into a carriage bridge.

137. You think that would be a great improvement?—I think it would be of great advantage. The traffic which I am familiar with, from the South-western terminus into the Strand, would be very much convenienced, and the streets much relieved, if that were made a carriage bridge, which might be done at a moderate expense.

*W. Tite*, Esq., F.R.S., F.G.S.

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138. Is there any other information you would like to give the Committee?—No; but I wish to show to the Committee this map. It is a map of the sewers in the City of London (*producing the same*). I think it is most creditable to the City. I know of nothing that is better done in an engineering and architectural point of view. There is nothing more ably managed by every one concerned in it than the sewage of the City of London, of course leaving out the blot of its having to drain into the Thames.

139. Lord *A. Hervey.*] Did you think that the only mode of remedying the inconvenience arising from the crowded state of the thoroughfares in the east of London is by a new bridge at St. Paul's?—No; I think you may do a great deal without a new bridge at St. Paul's; but I think you can make no improvement in the City of London that is complete and perfect without another bridge in some such direction.

140. Would not the desired object be effected to a certain extent by throwing open Southwark Bridge?—Yes, it would; but very imperfectly.

141. Mr. *Biggs.*] You would recommend the throwing open of both the bridges?—Yes; but I think, mechanically speaking, Southwark Bridge cannot answer the purposes which are required, owing to the defective access to it.

142. Lord *A. Hervey.*] The great difficulty of Southwark Bridge is the access to it on the Southwark side?—It is bad on both sides, but on the City side it is the worst.

143. Mr. *Biggs.*] When you say that Hungerford Bridge should be adapted to carriage traffic, do you mean that it should retain its character of a suspension bridge?—Yes; the mode of doing that was described in the evidence of last year.

144. Lord *A. Hervey.*] You seem to apprehend some inconvenience from Cannon-street running into St. Paul's Churchyard?—The inconvenience is very great; the traffic pours directly from Cannon-street into St. Paul's Churchyard; in fact, it is like a very large bottle with a very narrow neck.

145. Do not you think that if Waterloo Bridge were thrown open, and a new bridge were built at Charing Cross, a great part of the traffic which now comes from east to west would be diverted in direction?—I do not see that. I think that if you continue Cannon-street downwards towards Blackfriars, that would very much diminish that evil, and that there would be no necessity for a new bridge then.

146. Does not a great part of the traffic which now passes over London Bridge go from the west end of London, consisting of persons going by railway?—A good deal of what passes consists of heavy traffic. The number of persons going over London Bridge to the railways is very great, no doubt, and no doubt the opening of Southwark Bridge would relieve it to a certain extent; but if you cannot buy it under 300,000 *l.*, the question is, is it worth giving 300,000 *l.* for the purpose. But if you want to do all that the City of London requires at the present moment, I do not think you can stop short of what I have suggested.

147. Mr. *Biggs.*] What makes you suppose that Southwark Bridge would cost 300,000 *l.*?—There have been many attempts to buy it, and once it was sold, and I was the agent for its purchase. There was a railway projected, and supported by very powerful men, Sir Isaac Goldsmid and others, beginning at the City side of Southwark Bridge, and going into Kent, and so to Dover. It was intended that this bridge should be the means of communication with the City, and it was intended to throw out parapets on each side, and to use one half of it for a railway bridge, and the other half for a road bridge, as is done at Dresden, and other places. The parties holding the bridge were applied to. I negotiated with them, and we agreed to give them 300,000 *l.*; it was a conditional bargain, depending upon the Bill passing authorising that railway, and the City assenting. The City, I think very unfortunately, opposed that Bill; they refused to accept the bridge toll free, if there were attached to it the making a railway station within London. The City has always been opposed to the introduction of a railway station in London; they have an impression that a railway station should not come into London within the walls proper (though the Blackwall Railway does), and they refused to accept the condition of having the bridge toll free, and at the same time to allow the other half of it

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to be used for bringing the railway across the bridge to a station within the City; but out of that agreement for 300,000 *l.* has grown an impression upon the minds of the proprietors of that bridge that they ought to have 300,000 *l.* for it, though it now barely pays its expenses.

148. *Chairman.*] Is there any reason why bridges should not come under the same compulsory power of sale as any other property in the City, if they are wanted for a public improvement?—I do not see why they should not; but it would seem a hard measure if a great public work is created, that when it becomes unprofitable you are to put your hand upon it for the purpose of buying it at its reduced value.

149. Is it not the case with every kind of property which a man holds, that the public is not to be prevented making a great public improvement because a man has made an unprofitable speculation, and wishes to hold it on until he can turn it to better advantage?—This kind of property seems to me to differ from ordinary property. When a work of this kind has been executed by an association of individuals, it seems hard, because it has turned out to be unprofitable, to turn round and say, We will take what has cost you 600,000 *l.*, and give you 100,000 *l.* for it.

150. Lord *A. Hervey.*] Would it not seem harder to build a new bridge close by?—They must take their chance of that, like canals and railways.

151. Mr. *Biggs.*] What is the value of the shares in Southwark Bridge?—It is very small.

152. Do they pay any interest, after paying the expenses of the bridge?—I think not; I think they pay interest upon their bonds, and they keep the bridge in repair.

153. *Chairman.*] If Parliament should decide that all the bridges over the Thames should be open to the public free of charge, would not the mode by which the value would be ascertained be by calculating what their receipts are, and what they are worth, taking the present and future into consideration?—No doubt, as was done under an Act of Parliament which was passed for buying all the lighthouses around England, and which was carried out on that principle.

Mr. *John Coope Haddan*, called in; and Examined.

Mr. *J. C. Haddan.*

154. *Chairman.*] YOU are an Engineer?—I am.

155. You have been connected with railways which are proposed to terminate at Westminster?—I have.

156. You have been the engineer to a railway which obtained the consent of Parliament last Session for its construction?—I have.

157. Are you of opinion that those railways, when so constructed, will have an important bearing upon the traffic over the bridges, and into the metropolis?—Not only over the bridges and into the metropolis, but through the metropolis generally.

158. Have you a plan showing where the terminus at Westminster will be?—I have (*producing a Plan*).

*Vide* Plan No. II. at the end.

159. The railway to which you have alluded is called the Westminster Terminus Railway?—It is; it is marked red upon this plan; it is only a short railway; but upon looking at the diagram plan, you will see its general importance.

160. Is it your opinion that when the railway is constructed from Clapham to Westminster, it will have the effect of relieving the traffic over Westminster Bridge?—Not simply over Westminster Bridge, but to a very great extent over London Bridge. If the Committee will be kind enough to look at the small diagram map, they will see that the Westminster Terminus Railway communicates with the West End of London and Crystal Palace Railway, which joins the South-Eastern and the Brighton and South Coast Railways; and I believe that when these lines are open, they will divert a great portion of the traffic which now goes to the London Bridge station, and which is the principal cause of the overcrowding of London Bridge and the Poultry. It was stated in evidence by Mr. Laing, when the Act was obtained last year, that he believed that three-fifths of the traffic by those lines goes westward from London Bridge; and that being so, it is clear that the effect of a railway made into

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Westminster would be, that three-fifths of the railway traffic now passing over London Bridge would be diverted, and London Bridge relieved to that extent. It being admitted that three-fifths of the traffic does go westward, that traffic will be taken by this railway; so that, in fact, a private company can, as I believe, commercially make it pay to carry people across from one side of the river to the other. I will put a case which will illustrate my meaning better than anything else: supposing there was only one metropolitan station in London for all the railways at London Bridge, I believe that if the bridge were six times as wide as it is, it could not accommodate the traffic.

161. But you are of opinion, that when this railway is constructed it will not only give relief to London Bridge, but that it will, in all probability, draw away three-fifths of the traffic now passing between the east and the west end of London, and that it would relieve the several bridges to that extent?—Yes, for this reason; a very large number of omnibuses run from the west through the Poultry and over London Bridge to the railway station, and if the railway traffic is diminished, fewer will run, and the evil be much diminished; and any railway with a station in Middlesex which will bring the South-Eastern and Brighton traffic direct into Middlesex, must greatly lessen the use of London Bridge. With respect to new streets, from my experience I find that it is years before a new street becomes used. I think I can undertake to say, that if I wanted to go from the London Bridge Station anywhere westward, and took a cab in the ordinary way, not one cab in ten would go through New Cannon-street. One reason is, that the drivers try to get into crowded thoroughfares. They like, especially when they have foreigners, to get behind a waggon, and so help to make matters worse. The omnibuses are still worse; they will not go through a new street. Assuming the continuation of Farringdon-street to be carried out, and a new bridge made across the Thames, so as to form a direct east and west communication through London, I believe few people would use it. The omnibuses would not go through it, but through the crowded streets, in order to pick up intermediate passengers; no omnibus could pay if it did not do that. In running from Paddington to the Bank for a fare of 6*d.*, they expect to change their passengers two or three times, which they could not do in a new route.

162. Sir *J. Shelley.*] You will observe that Mr. Tite applied his evidence to heavy vans, and of course the remarks which you make with respect to omnibuses would not apply to waggons carrying heavy goods?—No. The greater part of the heavy traffic arises from the removal of goods from one railway terminus to another; which this railway and extensions will have the effect of doing away with altogether. What I apprehend is more wanted than anything else, to save the traffic through London, is what is equivalent to a circular railway round London, which shall intersect the different great lines of railway coming into London, not at their termini, but at their ticket collecting stations, say somewhere about a mile and a half from the principal termini. The North London Railway runs parallel to the London and North-Western. That railway was promoted by the London and North-Western Company, in connexion with the East and West India Dock Railway, in order that the London and North-Western Railway might have one line for its through traffic, and another for its short omnibus traffic, because they did not want to mix the two up together. Now assuming this to be desirable on the north side of London, it is equally so on the south. A very large part of the blocking up of London arises from the coal traffic. If a short railway could be made that would connect all the railways on the north of London with all the railways on the south, you would then have a direct coal communication at once with all the railways, instead of the coals being carried in waggons through the streets. And the question simply comes to this, Can such a plan be carried out by simple and inexpensive means? If my views are sound, not only will the public in the suburbs of London be greatly accommodated, but the streets at present used for the indirect communication between the suburbs will be greatly relieved. At present I hardly know an instance where, if you want to go from any one suburb of London to another, and you do not like to walk, you must not travel at least seven or eight miles. Take, for example, Notting-hill and Kensington. If you want to go from Kensington to Notting-hill, you must come up to Regent-street by an omnibus, and then take another and return almost in a parallel line to go to Notting-hill; so that you come up three miles and a half to go back

back three miles and a half, although the two places are only about a mile apart. Mr. *J. C. Haddan.*

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163. But there would be no inducement to do that on account of expense, because you might take a cab to go the mile?—Gentlemen, like the Members of the Committee, may take cabs, but the public generally cannot do so to any extent; and besides, you cannot always find cabs. I think the strongest fact I can urge is the large number of people who use the North London Railway. They go by that route from Camden Town to Fenchurch-street, which is a very much longer distance by the railway than by omnibus. I believe that millions of people travel by that railway, and yet it was started originally for goods only.

164. *Chairman.*] You are of opinion that when this Westminster Terminus Railway is carried out, the diminution of traffic in the great thoroughfares through the metropolis will be so great as to diminish greatly the necessity for any new bridges?—I am, decidedly. But I prefer to state the facts upon which I have come to this conclusion, and to let the Committee form their own opinion.

165. Mr. Laing stated in his evidence, that three-fifths of the traffic coming to the London Bridge Station goes westward; and you are of opinion that if this railway be carried out, three-fifths of the traffic to London Bridge will come by railway communication into Westminster, instead of going through the metropolis by cab or omnibus, and instead of crossing any of the bridges; that, in fact, the new bridge which will be constructed in connexion with this railway will take away three-fifths of the traffic which now traverses the various bridges over the Thames?—Yes; and therefore I believe that this new bridge will do more to relieve London Bridge than the throwing open of Southwark Bridge, as the approaches to Southwark Bridge are very bad, and when over the bridge they would be blocked up; whereas by this line they would be brought directly to the district to which they required to go. Then another very important matter with regard to the facility of communication is, that by this means all the railway termini will be in communication, so that any one wanting to go from one railway to another need not go by cab or omnibus, but still by rail. Supposing parties want to go to the Crystal Palace from the north of London, they go by omnibus or cab over London Bridge, and then by the railway. But when the West End and Crystal Palace Railway and the Westminster Terminus Railway are made, then they will be able to go direct from the West End of London without using cab or omnibus; and when the West London is extended, then from all the northern parts of London also.

166. Is that line of railway authorised by Parliament?—The West End and Crystal Palace Railway is authorised, and a great deal of it made; and I am now promoting a Bill in Parliament to go through Clapham, in order to shorten that line; and if a short line were made, extending the old West London, or "Punch Railway" as it is called, by a line which you see marked here from letter A, on the plan, across the Thames to letter B, so as to form a junction with the South-Western Railway, the effect would be, that the whole of the traffic from the north of London would come direct to the South-Western Railway, and to the Crystal Palace and to the station in Westminster, and the Westminster Station would thus become a station for almost all parts of the metropolis.

*Vide* Plan No. II. (1.) at the end.

167. Can you state what would be the saving of time in going to the South-Western Railway from the north-east part of London, say from Camden Town, by the North London Railway, as compared with what it will be by the line you propose?—By the existing railway now open, any one coming from Camden Town would have to go to Brentford, and I cannot therefore understand persons in business using the line.

168. Supposing the Westminster Terminus to be completed, what would be the difference of time in going that distance?—I do not think there would be any difference in time, but if the West London were extended as I propose, the public would be much benefited, as you would be able to go at all times, and I believe that people would always give a preference to a railway, supposing the time to be the same; but besides the accommodation to the passengers, you lessen the crowding of the streets, and any one wanting to go by a cab or otherwise, could get along without being blocked up.

 169. Your

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169. Your principal object is to show that the great traffic which now blocks up Cheapside, Ludgate-hill, and Fleet-street, going to and from the London Bridge Station, would be diminished by your new line, which you say would take three-fifths of the traffic which now comes to London Bridge?—Yes; I believe the streets would be so relieved that there would be no necessity for making new streets. When I say "new streets," I mean what I call new arteries. There might still be a necessity in some instances for short openings, at the corner of Lincoln's Inn-fields, for instance, where perhaps 20,000 *l.* or 30,000 *l.* judiciously spent might do a vast deal of good; there would, I think, be no necessity for a new bridge, and I cannot therefore see why Parliament should buy the old bridges, or impose a tax over all London for the purpose; and my reason is, that if a metropolitan station for the South-Eastern and Brighton and South-Western traffic can be made on the Middlesex side of the Thames, you then avoid crossing the Thames to get to it, and you thereby render it unnecessary to purchase Waterloo or Southwark Bridge, or any other. That is generally what I have to say with regard to a station for the southern traffic in Middlesex; but another part of the project with regard to the Westminster Terminus is to make a station on the Thames; that the bridge across the Thames should itself form a station, the piers of the bridge being constructed so as to form the steamboat landings; so that the passengers will come by the steamboats direct to the bridge, and by means of lifts put into the carriages at once, and not have to walk a yard. It is essential, therefore, that the railway should communicate with the river, because then the whole of the steamboats become tributaries. Anything that will make the river more used must tend to reduce the traffic through the streets, and nothing will have a greater tendency to do this than the access of the steamboats to the railway bridge.

170. I understand you to say that your proposed bridge will cross the Thames above Vauxhall, and you would build a station upon that bridge?—I would.

171. At that station you would deliver passengers to, and receive them from the penny and twopenny boats upon the river, and the boats would deliver their freight upon the Middlesex side of the metropolis?—Yes, on both sides; so that I believe I should gradually convert a very large portion of the riding traffic of London into a walking traffic; as people would be distributed at different places along the sides of the Thames, at the points where they wanted to go.

172. The foot-passengers going to the City, to their daily occupations, would come by railway to your station, and then proceed by boat down the Thames?—Yes, from certain districts; at present it takes about three-quarters of an hour to get in an omnibus from Clapham to Charing-cross across Westminster Bridge; I could take people by my railway to the river in 12 minutes with ease, and 10 minutes more would take them to Hungerford, and 20 minutes to the City.

173. You are of opinion that the traffic proceeding from Clapham to the City would use the railway and water communication?—I believe so, as many of the gentlemen now going from Clapham walk to the Nine Elms Station, and then use the boats; and a great many more would do so, if it were not for a sewer which empties itself close to the pier.

174. You believe that from that district they would use the railway to its junction with the water, and then take the water to the City?—Yes, because we should so greatly diminish time and inconvenience.

175. By that means you would save the traffic over the bridges, and diminish the traffic through the metropolis?—Yes; by that means and by means of a short extension of the West London Railway, which can be done for 200,000 *l.*; and I particularly wish to point out that these plans for the relief of the traffic will all be carried out by private enterprise, because they will all pay of themselves.

176. You think that the railway system would give sufficient accommodation without inflicting a rate upon the ratepayers of the metropolis for either the purchase of the old bridges or the construction of a new bridge or of new approaches?—I do; I think that a railway of two miles, from A to B, and a short railway from C to D, extending the Westminster Terminus, will have that

*Vide* Plan No. II. (1.) at the end.

that effect, and that the sum of 300,000*l.* or 400,000*l.* will suffice; and that private parties will make them. Mr. *J. C. Haddan.*

177. Lord *A. Hervey.*] Is there any scheme deposited for joining the lines from A to B?—No. They were deposited last year, but not proceeded with; but I believe they will be again deposited next year. 4 May 1855.

178. Is the Westminster Terminus Railway now actually making?—It is not actually making; but I have no doubt that shortly it will be made from Clapham, at any rate the bridge over the Thames, and the station upon it, and then it will offer great facilities for access to Westminster.

179. Is not there a question whether a bridge shall be carried over the river at all there?—Not at all; I believe that the South-Western Railway Company have a project for giving accommodation to the Crystal Palace traffic at their station at Waterloo Bridge; but that would only be producing the same evil at Westminster Bridge which now arises at London Bridge, and therefore I do not think the project is likely to be adopted.

180. *Chairman.*] There is a Bill before Parliament for a railway from Barnet to Willesden?—Yes.

181. Willesden is the point where the London and North-Western and the West London Railways meet?—Yes; and the effect of the extension across the Thames of the West London Railway will be that a large part of the coal traffic from the north, which now passes through the streets of London, will be brought across to the south side of the Thames.

182. But it would still have to be carted to the different houses?—Yes; but if you can get the coal by railway to every suburb, you have only the carting in the suburb itself. But if you have to cart it from one side of London to another, then the coal traffic becomes a very serious evil.

183. Mr. *Pilkington.*] As I understand it, the bridge which you propose to build over the Thames will afford sufficient railway station accommodation?—It will for all practical purposes. The platforms will be 1,000 feet long. I may mention generally, that the accommodation afforded by a railway station depends rather on its length than its width, as you can work a long station with greater facility than a short and broad one, because several trains can come in one after another, if the platforms are long enough, there being no necessity for shunting them as in a short station.

184. *Chairman.*] Will you be kind enough to furnish the Committee with a plan of your station on the bridge?—I will do so; to impress the matter more particularly upon the minds of the Committee, I would ask whether in attempting to get to the London Bridge Station, it has not happened that a train has been missed from London Bridge being blocked up? *Vide* Plan No. III. at the end.

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*Martis, 8° die Maii*, 1855.

MEMBERS PRESENT.

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| Mr. Jackson. | Lord Alfred Hervey. |
| Mr. Heyworth. | Viscount Ebrington. |
| Mr. Pilkington. | Mr. Biggs. |

WILLIAM JACKSON, Esq., IN THE CHAIR.

*Francis Bennoch*, Esq., called in; and Examined.

185. *Chairman.*] YOU are, I believe, from long residence, and from carrying on an extensive business in the City, well acquainted with it?—I am. *F. Bennoch*, Esq. 8 May 1855.

186. Have you occupied any official position within the City of London?—I was a member of the Common Council for eight years.

187. Have various suggestions for the improvement of the City come before you, as a member of that Council, during the time you held that position?—All the improvements suggested within the City, and in the immediate neighbourhood, came before us continuously; the suggestions of independent engineers,

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and other projectors, as well as the suggestions of independent members of the Common Council, and also those suggestions which were made by a committee expressly appointed for the purpose of considering what improvements were advisable to be introduced for the benefit of the citizens in connexion with the traffic, and where those improvements ought first to begin.

188. Were you a member of that special committee?—I never was a member of the Improvement Committee.

189. Do you consider that the improvements which up to this time have been made have been beneficial to the extent which was expected?—Some of them have been very beneficial; some of them very judicious; on the other hand, I think large sums of money have been expended almost uselessly in consequence of the improvements being exceedingly ill devised, and, if possible, worse carried out.

190. Does your remark apply more to the position of the improvements, or to the manner in which they have been carried out?—More to the manner of carrying them out than the position. I will instance one, which is a very important one. The street at the back of the Bank leading from Lothbury to the northern end of the Post-office, a street that might have been made, with great advantage, perfectly, or at least nearly straight; but they seem to have accommodated themselves to the small sum of money they had then in hand for the purpose, taking off a corner here and a slice there, and instead of maturing a good plan for a proper street, and spending their money as far as it would go, and then raising other money to complete the improvement, they did as much as they felt they could accomplish with the money at their disposal, and the result has been that 90,000*l.* or 100,000*l.* has been expended almost uselessly. Instead of giving you a straight street, they have given a crooked lane. In the first place, I hold that it is very important, in a metropolis like ours, that we should have certain great longitudinal avenues, and also transverse avenues as nearly straight as possible. You will find the reverse, in almost every instance, holds good in London. Previous to this alteration of Gresham-street taking place, they constructed Moorgate-street, which the Committee will observe is in a line from the Bank to Moorfields, the Pavement, and so leading up to Finsbury-square, an exceedingly judicious improvement, with one great defect. The street called the Pavement is from 65 to 70 feet wide. Moorgate-street is only 50 feet wide. In coming down from the north by the City Road to this particular point of the Pavement within the City, and entering Moorgate-street, you are suddenly compressed; you feel as if you were going into a well; the houses are higher than they are on the Pavement, and the street narrower; but there is a worse defect even than that. I hold that in all these leading thoroughfares there ought to be room for at least four carriages, so as to permit people who are having goods of various kinds deposited at their doors, to have a waggon standing there, and room for at least three carriages to pass and repass. We find that 50 feet does not give that accommodation without greatly narrowing the foot pavement, but 60 feet does; therefore I hold that no main street in London ought to be narrower than 60 feet; there ought to be at least 42 feet of carriage-way. The street to which I have referred, called Gresham-street, was called previously Cateaton-street, Lad-lane, Maiden-lane, and St. Anne's-lane, up to the Post-office. The map in my hand shows the streets as they now exist, with the exception of this point, Old Maiden-lane or Gresham-street West, which is being widened by the City, but instead of a straight line from point to point, that is, from the Bank to the Post-office, you will find scarcely 10 yards in the street of the same width: it is a complete sinuosity from end to end.

191. You have, no doubt, well considered what further improvements are necessary for the purpose of giving free ingress and egress to the traffic of the City?—For the last three or four years I have devoted a large amount of my time to the study of the thoroughfares of the metropolis; I have from time to time employed as many as 20 men to take the traffic of the streets. That part of my evidence will be found recorded among the evidence given last year on Metropolitan Bridges, and therefore I need not repeat it. I was led to the consideration of the state of the bridges chiefly from the fact that there did not seem to be within the City any general plan laid down for improvements; I began to feel the want of a great central authority. The private influence of the members of the Common Council, and pressure from certain gentlemen, introduced certain improvements frequently where they were least wanted, and crying

crying evils were occasionally left neglected; I therefore devoted my time to considering, first, the general currents of the traffic, where the people were really going: I found very soon that the City itself, being the emporium of commerce, being the great centre of attraction, where all our great marts, or the counting-houses in connexion with them, are situated, where all our money interests are accommodated and collected during the day, there is a continual traffic circulating from the circumference to the centre of the City of London. It became more and more apparent to my mind that what was required was to have all our leading thoroughfares as distinct and separate as possible, so that there should be no blocking in the streets, arising from streams of traffic coming in contact at certain angles, which might be avoided.

192. Which do you consider the great stream of traffic?—The greatest currents are east and west.

193. Do you consider the present thoroughfares, east and west, sufficient?—I think not.

194. In what way would you amend them?—The first great improvement I think essential to the completion or improvement of our eastern and western traffic would be the continuation of Cheapside in a direct line to the north by Paternoster-row, across Farringdon-street, so as to meet the western improvement at Lincoln's-Inn Fields; those, again, coming up to Piccadilly, would give you a great spinal street, if I may so call it, from Piccadilly all the way to Whitechapel.

195. Would not the effect of that be to increase the amount of traffic which already exists in Cheapside?—No person, I think, would go to Cheapside for the love of it; he would only go there if he found it the nearest and most direct way to the point he desired to arrive at.

196. At present the thoroughfares which proceed by Holborn and by the Strand, meet at Cheapside?—Yes, they do.

197. This new street which you suggest would also terminate there, therefore you would have the currents of three wide streets pouring into one receptacle?—The Committee will observe, that upon this map I have had all the main public conveyance thoroughfares coloured yellow; here is Cheapside: I have marked in blue the improvement which I would suggest to complete this line of street up to Piccadilly; I commence at Cheapside, at the corner of Paternoster-row; I go across the Old Bailey, over Farringdon-street by a viaduct, across Chancery-lane by Lincoln's-Inn Fields, and so on to Coventry-street and Piccadilly.

198. By that means you would cut in two the great mass of population residing between the Strand and Holborn?—It would cut in two the great mass of population there; but it is already cut in two; the lines I have indicated here, and though in this map they are exaggerated in proportion to the area covered, for the purpose of making them distinct, yet this street would not cut in two any part of the metropolis where you have not a street already existing, and would give you one great spinal street east and west.

199. You commence at the corner of Paternoster-row and Cheapside, and terminate where?—At Coventry-street.

200. Thus opening, not a new artery, but widening the present irregular ones, and giving a new communication between Piccadilly and Cheapside?—Exactly so; most of the Committee will remember that the improvement of a part of that which is here coloured blue is already effected by Leicester-square, St. Martin's-lane, and Long Acre; all that requires to be done is to make a street from Cheapside up to Chancery-lane, and Lincoln's-Inn Fields or Portugal-street.

201. Have you any other suggestion in reference to improvements in the east and west thoroughfares?—It has been suggested, that bringing so much traffic into that point at Cheapside, where the great crowd of the traffic already is, might be an evil rather than a good. In Holborn there is a block of buildings which is a crying disgrace to the authorities in the metropolis, I mean the place called Middle-row, at the end of Gray's Inn-lane, which has all the evils, and even more than the evils of Temple Bar; above and below you have room enough for five or six public conveyances to go abreast, but there they must be drawn into two lines by necessity. The first thing that ought to be done would be to pull down Middle-row; then you get to Holborn Bridge, and Holborn Valley will necessarily ere long be crossed by a viaduct, to avoid the great declivity there, by

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which it is by some estimated there is a loss of horseflesh every year to a greater value than would construct a viaduct.

202. You recommend a viaduct there?—Yes; I have suggested a street to branch off to the north, through King-street to Smithfield; the property adjoining Smithfield to the east is comparatively cheap; I would carry it on in a line with Bartholomew's Hospital, through Bartholomew Close (the old district of the monastery which formerly existed there), in a line with London Wall; you would then, by this little alteration, get by London Wall and Fore-street down to Bishopsgate-street, and by Houndsditch and the Minories come down to the Tower, embracing the whole of the other lines of traffic north of that particular line, and preventing the necessity for any carriages or conveyances to the north of that line coming into the crowded streets in the centre of the City. New Cannon-street, going from King William-street, at the statue of King William, up to St. Paul's Churchyard, is no doubt an exceedingly great improvement, but yet I cannot help thinking a much greater improvement might have been effected at considerably less cost. Here is Old Cannon-street down to the point called Dowgate-hill; the slightest deviation to the south cutting across the old churchyard (and all churchyards now being closed, the place of the dead might have been turned to the advantage of the living), along Cloak-lane, Trinity-lane, and Fish-street, you would then have come to a point about half way between Blackfriars Bridge and Ludgate-hill and Fleet-street, and the result would have been that all traffic coming from London Bridge westward would have got into Farringdon-street or Bridge-street, and divided to the right or the left without any difficulty; instead of that, however, the gentlemen of the Corporation have brought it into St. Paul's Churchyard, where the traffic is immense, and the result is, that at the corner of Ludgate-hill it is impossible to cross without danger at any time of the day.

203. Do not you think that the leading thoroughfare which you have suggested from Coventry-street to the end of Cheapside, would materially relieve Fleet-street and Ludgate-hill?—I believe it would relieve Fleet-street and Ludgate-hill of half their traffic; for this reason, the street would be much wider and, if properly constructed, almost level. The result would be, that Ludgate-hill and Fleet-street would be avoided as much as possible by all people who had any respect for their horses. These alterations effected would secure three lines east and west, so that in cases of repairing, any one of the lines might be closed without greatly interfering with public traffic. The three lines would be, the northern one by Oxford-street, Holborn, and Smithfield, to Bishopsgate and the Tower; the central line from Piccadilly to Cheapside, Cornhill, Leadenhall-street, Aldgate and Whitechapel; the third or southern line would be from Charing-cross, the Strand, Fleet-street, Ludgate Hill, St. Paul's Churchyard, New Cannon-street, East Cheap, Tower-street, across Tower Hill, Postern-gate, the houses there being knocked down, and so on to the street communicating with the London and other docks, making three distinct lines of thoroughfare.

204. Do you recommend the widening of the street from St. Paul's to Bridge-street, Blackfriars?—There is a line projected which I think is exceedingly injudicious; it is partly constructed; they have made a deviating line at the point of Bread-street, or thereabouts, to come down to Fish-street, and propose cutting through the property here, down to Earl-street, which comes in a line with Upper Thames-street. I need hardly say that that is a class of alteration which seems to me to have no foundation in reason; in the first place, the expense would be terrific, because you cut all this property diagonally; if you touch any of those square blocks of property, you must buy the whole; the alteration would cost three times the amount it would if you were to come straight down any of the leading thoroughfares; I have suggested on a former occasion that the bridge I propose should be constructed at this particular point.

205. Will you be kind enough to give the Committee your views, in reference to any improvement in the communications which you think might be made north and south?—Of course I need hardly say that the river, though a great convenience in some respects, is a mighty inconvenience in others; it necessarily divides the metropolis into two parts. The great point for consideration is, how can you keep up the advantages of the river and lessen the disadvantages. That of course can only be effected by means of bridges.

206. Where would you recommend the new bridge to be put, to carry out your views?

views?—To carry out my views north and south, in the same manner I have mentioned with respect to the east and west traffic, it is essential that we should have certain main lines of thoroughfare as direct as can be, to lead the traffic across the river without deviation; I therefore suggested that a bridge should be constructed at the east end of St. Paul's, or rather in a line with the east of St. Paul's, which would be exactly half way between Southwark Bridge and Blackfriars Bridge. That being effected, a line of street directly south, joining a part of the new street, the Southwark Bridge-road, near the Elephant and Castle, would give you at once, as nearly as possible, a direct line from Islington and the north to Clapham and the south, and also, by a little deviation, to Brixton and all those neighbourhoods on the south side of the river, where a large number of merchants reside. Those merchants proceeding to the City day by day, especially in and about the neighbourhood of St. Paul's, would be able to arrive at their places of business much earlier than they do at the present moment.

207. What you suggest is, that a new street should be made, starting from the Angel, at Islington, and terminating close to the Elephant and Castle, in the Borough, by means of a bridge which would cross the river close by St. Paul's Church?—That would be the effect of the suggested improvement. You will observe that we have a road down to St. Paul's by Goswell-street and Aldersgate-street, which are two exceedingly good streets, to the front of the Post-office, going past the end of St. Paul's Churchyard till you come to the angular corner of ground which has been a good deal before the public, and which I had something to do with in saving from the maw of the Corporation. That ground is still safe, and I hope that the rapacious hands of the City will not seize and turn it to even a profitable account by letting it be built over, to the disadvantage ultimately of the public traffic.

208. Have not they already seized and taken to their account a considerable portion of land which would be required for the site of the new street to lead to your new bridge?—While I was in the Corporation, I had a resolution passed that nothing should be done with property that might be affected by the approach to the new bridge for the space of three or four months. Having given evidence before the Commission of Inquiry into the Corporation, I found my place in the Common Council was made so unpleasant that it was not wise in me to remain there any longer. I thought I might be an obstacle to improvements that might be effected. I had scarcely resigned, however, when notice was given for plans to be prepared, and a piece of land exactly at the spot required, was let, and is now being built on, which land brought an enormous price; for a comparatively small piece of land there is a ground-rent of 1,500*l.* a year. The question will arise, is that the best point for a bridge? If it should be determined that that is the best point for a bridge, that ground must be re-purchased, and I need hardly say, the sacrifice, instead of a few thousands, may be some 10 or 20 thousand pounds.

209. You are decidedly of opinion that one of the best improvements which could be made in the city of London, so as to communicate with the Borough, would be the one you have just referred to, namely, a line of street from the Elephant and Castle to the Angel at Islington?—I think I can convince the Committee of the importance of it in a moment: the great point on the south side from which all the public conveyances start, and where they centre, is the Elephant and Castle. The Committee will observe, that to get to the City from the Elephant and Castle those omnibuses must pass down Newington High-street towards London Bridge, over London Bridge, and then bear round to the west, up Cheapside. I have tested the rate at which public conveyances go from the western end of Cheapside to the southern end of London Bridge; measuring the distance from Cheapside to the Elephant and Castle in a straight line, I find that public conveyances going from north to south uninterruptedly, would arrive at the Elephant and Castle before it is possible for them, at the present time, on the average, to arrive on the Surrey side of London Bridge. The objection made by some is, that you cannot drive the public conveyances there; we all know that public conveyances will go where they can get their customers easiest; and no man can imagine a worse place for a great number of omnibuses to assemble day by day than at Gracechurch-street. In the first place, they must cut the traffic from the Blackwall Railway Station along Fenchurch-street, on a line with Lombard-street; they must stop continually for a minute, or a minute

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and a half, before they can move with the current, and they then get into a very narrow street. On the other hand, I believe the neighbourhood of St. Paul's would be the great centre for the public conveyances. St. Martin's-le-Grand is very wide, or even Smithfield might be used as a centre depôt for all public conveyances. It is evident that this street will save an enormous amount of traffic, and gentlemen could be at their places of business from 10 minutes to a quarter of an hour earlier than they are now.

210. You have marked upon this plan a new line of road to communicate apparently with the one which you have just named?—That is the small dividing line from Union-street in the Borough to St. George's in the Borough, which would immediately open up one of the best thoroughfares we have in that part of the metropolis. The New Dover-road may be familiar to Members of the Committee. There is a toll gate, and there is no traffic. Old Kent-street runs parallel with it; but because there is no toll, people rush in there, and are blocked up sometimes a quarter of an hour. The line up to St. George's Church, along the Dover road, would meet at the Bricklayers' Arms, the Old Kent road, leading to Greenwich and Blackheath.

211. So that in fact this short thoroughfare, in addition to what you have before stated, would open a direct communication between the Angel at Islington and Greenwich and Blackheath?—Yes; for all public conveyances, without going through those narrow streets.

212. All the traffic which now flows over London Bridge from the north, you think would go that way, and relieve London Bridge to that extent?—Yes; and the street leading from St. George's Church to London Bridge, which is at the Town Hall very narrow, would be relieved very considerably. The Committee will observe, in addition to this, that there is a small black line from King's-cross to the Post-office, that is the line of a railway for which an Act of Parliament has been obtained; it is to unite with the Great Western, North Western and Great Northern Railways, the course being along the New-road to King's-cross, and then down to the Post-office. It has, therefore, been suggested, that there is no plan so simple for uniting the northern and southern railways as by combining with the St. Paul's Bridge a railway bridge. The line would come in a tunnel to the Post-office, cross the bridge, and unite with the South Eastern Company's Railway, and by branching to the west, unite with the South Western. By that means, letters placed direct in the mail vans at the Post-office would save in the transit between London and Paris nearly an hour, and the same between London and Manchester, Liverpool, Edinburgh, Glasgow, Dublin, or, in short, all our northern cities and towns. It would also save, what is very important to us, the rush and crush of those mail-carts which are perpetually driving about everywhere, thinking as they are Her Majesty's mails, they may drive as they please; and it would be a great accommodation, not only to the public affairs of the country, but also to private individuals. It would unite the Great Western, the North Western, and the Great Northern Railways; and by crossing the river, the whole of the South Eastern counties system would be brought at that particular point into connexion with them.

213. In fact, it would effect a complete railway communication and junction with every existing railway north and south of the Thames, coming into or within the metropolis?—Yes.

214. Mr. *Heyworth*.] And a junction at the Post-office with every other railway?—Yes, a junction at the Post-office with every railway in the kingdom. I think it is only justice to say, that Lord Canning has been a great promoter of the northern scheme; that is, bringing the railway from King's Cross to the Post-office; and I know he considers, whatever may be the advantage in connexion with the north, it is no less an advantage as regards the south, because the transmission of letters to the Continent and India would be greatly facilitated.

215. If the concentration of all those railways were made at the Post-office, would not it always save time in the transmission of letters to all parts of the kingdom?—It would save an hour between London and Liverpool.

216. *Chairman*.] It would enable letters which we are obliged now to post, say in Westminster, at half-past five o'clock, to be posted as late as seven, to go by the same train?—It would.

217. Would not that have the effect of procuring us an earlier delivery of letters

letters by one hour, and of giving to the party who received them an opportunity of answering them one hour later?—At least an hour.

218. Therefore it would be equivalent to saving two hours a day?—Yes.

219. Which is about 20 per cent. on the working hours of a mercantile man?—I know of no improvement in London at all to compare it with as a means of saving time. In the evidence I have given on a former occasion, I have calculated the result as regards the time of private individuals which is wasted in consequence of the streets being insufficient to accommodate the traffic required to pass through them; and I consider that there is a loss fully equivalent to 300,000 *l.* per annum.

220. Have you anything else to recommend in the way of extension or alteration?—From this central northern and southern line, by St. Paul's as a centre, we ought to have another line for public conveyances westward, as nearly parallel with it as possible. It will be observed, that New Victoria-street from Blackfriars, leads up to Clerkenwell green, and thence into Coppice-row, and will effect very nearly a line straight from the Angel at Islington to Blackfriars Bridge, taking a lower level. In the previous suggestion it was a higher level that was taken, and therefore there were no hills to be overcome. One of the disadvantages of Blackfriars Bridge, however, and of the low level line generally is, that the great mass of the population is necessarily on a higher level, and you must descend from the higher level to the lower level down one hill, and then to get over the water, you must ascend the artificial hill of the bridge itself. If reference be made to the model which Mr. Wyld has kindly lent me, it will be observed that the steepest part of Blackfriars Bridge is nearly as steep as the average of Holborn-hill; therefore the advantage of a high level bridge is apparent; probably no site could have been chosen worse than the site of Blackfriars Bridge. Old London Bridge had the same defect, it sprang from the low level; when they built Blackfriars Bridge, they supposed they must do the same thing as their fathers did a thousand years before; when Southwark Bridge was constructed, they must follow the example of Blackfriars, and the result is, the incline of Southwark Bridge is so great that it will require three horses instead of two to carry a waggon over it if it were made toll free to-morrow. What prevents Southwark Bridge from being a good line of bridge is this: on the City side you have no outlet; Cheapside is confessedly already too full of traffic; then between New Cannon-street and Cheapside there is not more than room for two waggons; supposing you cross Cheapside, you have a dead block at Guildhall, where there are a great many blocks, unfortunately, in the way of public improvements, and you cannot by possibility go beyond that, there is no outlet. Therefore you must take New Cannon-street, Cheapside, or Gresham-street as the approach to Southwark Bridge. Looking westward, it will be observed by the yellow line on the map, that there are public conveyances from the Elephant and Castle, going to Camden Town and that neighbourhood, and there is a line of omnibuses starting from each end every five minutes; you have them passing every 2½ minutes, coming along the Blackfriars-road, over Blackfriars Bridge, up Fleet-street and along Chancery-lane, and it will be remembered that at the end of Chancery-lane, for 50 or 60 yards there is only room for one conveyance; therefore it requires no argument to show that a great change is necessary to be effected there, if we are to retain Chancery-lane as a line of public thoroughfare. If it is to be kept as a line for public conveyances, or for the accommodation of private individuals, it is essential that an improvement should take place there without delay. The conveyances then come a little to the east in Holborn, and go along Gray's Inn-lane up to King's Cross; they then go along Old St. Pancras-road, and by a few deviations come to New College-street, and up to Camden Town. Believing that more bridge accommodation is necessary, I suggest that we should have a Temple Bridge, or rather a bridge in Westminster a little west of Temple Bar, the road coming in at Essex-street, going up by the corner of the church, and crossing into Lincoln's Inn Fields, having passed through Little Turnstile, a mere footway, which can be widened at a very trifling expense. In all the alterations which I have suggested I have taken care that they should be those which can be effected at the least possible cost, using the old thoroughfares as far as possible. By converting Turnstile into a carriage way, it would at once give you, with the streets I have suggested a straight line up to Lincoln's Inn Fields, along Lamb's Conduit-street, in a line with the Foundling;

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then, by deviating through Brunswick-square, you get into Judd-street into the New-road, and into Old Pancras-road; or, if you go a little further to the south-west, you have a still better route in a direct line with New College-street and Camden Town, saving in distance at least a mile, and saving nearly one-half the time now occupied in going from Camden Town to Kennington.

221. Lord *A. Hervey.*] Would not the bridge at Essex-street be very near Waterloo Bridge?—It is, as nearly as possible, half way between Waterloo Bridge and Blackfriars. I would not suggest any other new bridge; but I think it is evident the time is approaching when the present Hungerford Bridge must be replaced by a bridge permitting carriages from Piccadilly and St. James's-street, and Pall Mall, to go from Charing Cross to the other side of the water, without having to deviate down the Strand or along Parliament-street; I think that would be a vast improvement, but I do not think it is one which presses so much as those I have before suggested.

222. Viscount *Ebrington.*] In your opinion does not it press as much as the last new bridge you have suggested?—Probably it does; it does press as much or more than the Temple Bridge, but not so much as St. Paul's Bridge; I apprehend that the widening of Westminster Bridge, making it double its present width, and as nearly level as can be from the situation, will accommodate all the traffic east of St. James's Park; all that large traffic from Pimlico, Westminster, and Belgravia.

223. *Chairman.*] Looking to the vast amount of traffic which is carried on between the South-Western Railway and the South-Eastern Railway, and that district of the metropolis which may be considered as lying north-west of the Thames, do not you think a line of communication which would accommodate that traffic would be one of the greatest and most desirable improvements which could be suggested?—I do.

224. Do not you think if Hungerford Bridge were converted into a carriage bridge it would give that accommodation?—It would be a very great advantage.

225. Would not that relieve the great arteries which are on the north side of the river leading to the City?—I think it would to a very considerable extent; I may mention here, that Mr. Pennethorne has laid down a street on the south side to catch all the lines of traffic between Westminster Bridge and London Bridge.

226. Viscount *Ebrington.*] You are aware that the population in easy circumstances is increasing faster to the north-west of the metropolis than in any other direction?—Yes.

227. For some years you may have heard the annual increase of rental in the parish of Paddington has been about 30,000 *l.* a year?—I know the increase is almost fabulous.

228. Mr. *Heyworth.*] So far as regards the transit of the commerce or traffic from the railways to the north and the north-west to railways south of the Thames, this new railway, terminating at the Post-office, would relieve it, would not it?—To an enormous extent; there is no convenient space in the neighbourhood of the Post-office itself for a great station, but there is in the immediate neighbourhood, or will be in the course of a month or two, an exceedingly fine area for all which is required in connexion with it, I refer to Smithfield; you may have a central passenger station there which will embrace the whole of the traffic from all the railways.

229. *Chairman.*] Looking to what may be called the residential traffic, is it essential, in your opinion, that there should be better communication from the north-west part of the metropolis, by Charing-cross, to the various railway stations upon the south side?—Yes; the only question with me is one of time. I do not think it presses so much as those improvements which are nearer the centre, because I find that the blocks in the streets are more frequent the nearer you get to the centre.

230. Have you ever considered if that were done what would be the best mode of opening a through communication between the South-Western and the South-Eastern Railway for carriages and cabs?—I should like to see a railway connecting the two points.

231. The question refers to carriage traffic?—I think the line laid down by Mr. Pennethorne, catching the traffic at all the bridges within a comparatively short distance of each of them, and leading in a direct line to the Town Hall, would be the best that could be constructed for that particular purpose.

232. Are you able to put that line on your map, and colour it brown, so as to show what your suggestion is?—Yes.

233. Have you travelled further westward, and considered any improvement which may be made about the parks, with a view of facilitating the intercourse there?—I have not; I thought it would be advisable to leave many of those self-apparent inconveniences to be treated by those who feel them, and whose judgment in a matter like that would be held to be of greater weight than mine.

234. Viscount *Ebrington*.] Such, for instance, as the crowding of Park-lane, for the want of an opening further to the west, through Hamilton-place?—Yes.

235. Mr. *Heyworth*.] Is there any means of obviating the inconvenience which is now felt in going from Pall Mall to Pimlico?—I think we have too much of an exclusive spirit in some of these things; I think a little generous reliance upon the public might be exercised with advantage in and about the neighbourhood of Buckingham Palace, and with no disadvantage to the distinguished individuals residing there, but with enormous advantage to the public. The Green Park, as it now stands, is a great obstacle in connexion with the public traffic. A road might be made to connect Westminster and Piccadilly, passing the Palace and St. James's Park into St. James's-street, or by cutting a road out of the Green Park close to the back of the houses in St. James's Place.

236. *Chairman*.] Have you any other suggestion to make, with respect to bridges or approaches east of London Bridge?—The Committee will observe, that there are some blue marks on this map between London Bridge and Greenwich. This is a suggestion which I believe is wholly my own; it occurred to me when in America that their means of communication between one side of a river and the other were exceedingly simple, and comparatively inexpensive, and a very great convenience to the population; they have there at certain places on the river, ferry stations or points from which a steamboat departs every minute and a half, or two minutes, across the water to the other side; for instance, there is such a ferry between New York and Brooklyn; those ferry-boats are so well constructed, that I have seen as many as ten waggons, and at least 500 people on one boat, the passengers walking on board and walking from on board in five minutes, the boat being uninterrupted in its course. The width is considerable, the distance being about three quarters of a mile; so that a bridge would afford nothing like the convenience of the ferry-boat, because they can get across in a much shorter time than they could walk, the whole expense being a halfpenny. It has been suggested by Mr. Page that a bridge on a very high level principle, I think 70 feet between high-water mark and the crown of the arch, should be constructed near the Tower, to unite the north with the south side of the river; but when we remember the exceedingly low level to which it must descend on the Bermondsey side, the line to give it a decent incline at all, would be some half a mile to a mile from the river, so that the distance you must take to get up to this high-level bridge would be so great, that it would not be anything like so convenient as might be expected; I have suggested that we should have, and that the authorities should construct, in connexion with the lines of thoroughfare on either side of the river, landings at certain starting points, for steam-ferries across the water, and then let the right of working to a company that should be bound to find the boats, &c., and keep the stationary works, roads, and wharves in repair. It has been suggested that there will be great difficulty in consequence of the tide rising so much higher in London than it does in New York; all that is required is to have an incline a little longer, and as the incline to the water would be lower than the ground on either side, it does not admit of the same objection as the high-level bridge, being so much higher on either side; as the tide rose, it would be level, and as the tide sank, you might have an incline that would accommodate all kinds of traffic very easily and inexpensively.

237. You suggest a communication between the north and the south side of the metropolis at that part of it by steam-ferries, such as are used between New York and Brooklyn?—Yes.

238. Will you be kind enough to state where you would have those ferries placed?—The Committee will observe the blue lines are the lines across the water where I suggest that ferries should be placed, and I have placed them where open lines of thoroughfare either exist or might be made with the least possible expense, in connexion with piers or stairs. The northern line of traffic suggested, from Holborn to the Tower, would unite with this ferry at St. Katherine's

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rine's Dock; it would cross over to Bermondsey, and by a slight deviation through Bermondsey New-street, coming in connexion with the New Kent-road at Bricklayers' Arms, and by another slight deviation still more to the east, it would come along Riley-street, through Swan-street, to the Bricklayers' Arms station of the South-Eastern; we should thus have between the goods station of the South-Eastern and the Tower or St. Katherine's Dock a complete line of traffic, which would prevent the necessity for many waggons and carriages passing along the side of the river over London Bridge and again creeping away round a distance of probably three miles when one mile would suffice.

239. The effect of that ferry-bridge would be to take the traffic between the dense population on the north and the south sides of the river across the river, and thereby relieve the traffic on London Bridge to that extent?—Yes; my estimate is this, that this ferry and the ferry below would take away from London Bridge probably one-fifth of its present traffic.

240. Viscount *Ebrington.*] The traffic not depending on the population merely, but on the great quantity of goods which requires transmission between the docks on the north side of the Thames and the railway stations on the south?—Precisely so; the second ferry I propose is at the end of Gravel-lane, near the Tunnel Pier, on the Middlesex side, which will meet the head of Lower Deptford-road; this is a very important line, because it unites Whitechapel and Greenwich and Deptford in the best possible way. The Committee will observe it is nearly a direct line; it would bring Whitechapel, by a carriage conveyance, within nearly half the present distance of Greenwich by the present ordinary roads there. The third ferry I suggest, is one leading from Bromley-street, by Ratcliffe Cross Stairs, across to Rotherhithe and the Commercial Docks, so that you would bring the population of that densely crowded neighbourhood close to the Commercial Docks, on the Surrey side, and all matters desired to be conveyed from that crowded locality would pass across without difficulty; it brings you in connexion with the great lines of Mile End and the Commercial-road, with scarcely any deviation; indeed the Committee will observe that the Mile End-road is nearer there to the southern side of the water than it is to High-street, Whitechapel.

241. *Chairman.*] And it would open Greenwich and Deptford to Victoria Park?—There is a better line for that, which I will mention presently. The fourth is at the point called Limehouse Hole; there is a pier there, called Limehouse Hole Pier, and it will go across again to the Commercial Docks. The fifth is down at the corner of the Isle of Dogs, where I think it is very important that streets should be laid down with something like order and proper arrangement for future traffic; coming along the central line of road in the Isle of Dogs, it would branch a little to the right, and cross at a point leading straight to Deptford High-street, so that the West India Docks, Blackwall, and the railways on the Middlesex side would be in direct communication with Deptford, New Cross, and other places on the Surrey side. Starting again from the Isle of Dogs, I suggest one a little lower down, opposite Greenwich; the one is for the accommodation of Deptford and New Deptford, and that densely populated neighbourhood, the other a little lower down; I suggest another, opposite Greenwich, to the old ferry, in a line with the western side of the park, which would unite the whole of Lee, Lewisham, Blackheath and Greenwich with the Isle of Dogs and Blackwall, and the railways to the north and north-east.

242. Mr. *Pilkington.*] Would not the ferries be a great obstruction to colliers, and other vessels passing on the river?—Few, if any, colliers come up so high as the Tower; they are mostly confined to the Pool; the only boats which come here are fishing-boats, and a few steam-boats, to the wharves on either side of the river near to the Custom-house.

243. *Chairman.*] There is no commercial reason which would prevent the traffic on the river being carried on?—Not any. Sir James Duke last year seemed to think that there would, but you have only to pass in a steam-boat between London Bridge and Greenwich, and you will find there is abundant opportunity for boats to cross, and, if necessary, they might accommodate their speeds to the times of the ferries crossing.

244. There would be no more difficulty on the River Thames than there is at New York?—No; a minute would take you across from one side to the other with ease.

245. Mr. *Pilkington.*] What would be the size of the boats you propose?—I should think from 150 to 200 feet.

246. What is the width of the river where you propose the steam ferries?—I have not measured accurately; the width of the river varies very considerably at the various points.

247. *Chairman.*] The Corporation of the City are conservators of the River Thames, are not they?—Yes, they are.

248. Would they raise any objection to the erection of those ferries, in your opinion?—I do not think they would; it is their duty to see how best the traffic can be accommodated; I apprehend the City would look upon it as a matter of great public advantage.

249. Has it ever been brought before them?—It has been named incidentally; I have named it myself. In what I have said hitherto, I have directed my attention to the great lines of traffic running east and west, and north and south; but there is one matter which I think a primary improvement, and of even more importance than any, or all the rest; and that is the complete embankment of the River Thames. You have ground there lying completely waste twelve hours in the day. You have sufficient space on either side of the river for the foundation of a solid embankment from London Bridge up to Westminster Bridge. I believe that, looking to the ground that might be saved in the various bends of the river, and sold for public or private buildings, or for other purposes that might be required in particular localities, the amount that might be realised from it would not only go far towards providing the amount expended in the original construction of the embankment, but a permanent revenue for keeping the whole thing in repair.

250. Are you of opinion that if the river were embanked on both sides, it would not only be a great metropolitan improvement, but would also tend to deepen the stream of the Thames?—It would have that result, I believe; and it would put an end to what is now a great sanitary evil at this time of the year. Now the sun begins to act upon the mud, you will find, if you examine it with a powerful magnifying glass, that the whole is a living mass of putrefaction; and you have only to take a small boat from London Bridge to Westminster, at low water, to be convinced that you are really sailing on a large common sewer, where gases are escaping and noxious vapours are drawn up, tending to spread disease and death over the whole metropolis. I do not know of any improvement that would be so great, either in reference to the public traffic or the sanitary condition of the people, as the embankment of the River Thames.

251. Have you ever heard whether the Corporation have objected to the embankment of the Thames?—I believe that one of their charters, granted some hundreds of years ago, enjoined that they should not permit any houses to be built between Thames-street and the river; the special object and idea being the complete embankment of the River Thames, and no houses were to be built, lest it should interfere with that great improvement.

252. How is the property on the banks of the Thames above London Bridge held; is it leasehold, generally?—The property on either side belongs either to public companies or private individuals; very little of it, I believe, belongs to the City: the City, however, have the power of granting licences to those who hold premises on the banks of the river, either to form ways, docks or wharves, on which they may land their various produce, according to the necessity of the case.

253. Do the City claim a right to the shore between high-water mark and low-water mark, or do the Woods and Forests claim it on behalf of the Crown?—They both claim it; the question is now unsettled: I believe they have been at law, not very actively, for 20 years or more, as to who really has the right of property between high and low-water mark.

254. The lawyers have got a good annuity out of that question, therefore?—I dare say they have.

255. Do you consider the non-settlement of that question to be an impediment to the embankment of the Thames?—It is not only an impediment to the embankment of the Thames, but it is a great impediment to other improvements, the necessity for which is self-evident. The Committee will observe, as the water descends, and the tide becomes low, great shoals bare their backs; and the consequence of the unsettled state of the question, to whom that part of the shore belongs, has led the City, not to neglect its duty, but to spend

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less money in clearing away the shoals than they would have done, had it been settled that the banks really belonged to it; so that the non-settlement of that question is an evil in a variety of ways.

256. Is it your opinion that if the question had been decided in favour of the City, steps would have been taken to remedy that evil?—I have reason to believe that some steps would have been taken; I have reason to believe they would have disposed of the land in some way, so as to raise the means out of the river itself to clear the river from its obstructions.

257. Assuming that the amount so to be realised would not repay the cost of forming an embankment and purchasing the property contiguous to it, from what fund should the deficiency be made good?—There ought to be a general improvement rate; that is my view entirely, because the improvement of the river is not a local question.

258. Would you include the improvement of the river as well as the improvement of the thoroughfares in the local rate?—Yes.

259. How far would you carry that rate; to what district should it extend?—It is difficult to determine the exact point where it ought to begin and end; but my opinion is that the counties of Middlesex, Surrey, Kent and Essex ought to a certain extent, within a certain line, contribute to a rate which should be levied for the purpose of great metropolitan improvements.

260. You are aware that a Bill is now before Parliament, by which it is intended to connect the great metropolitan districts, and that the Registrar-general's district has been taken as forming the metropolis; would you think that to be a fair source from which to derive funds to make the improvements which you have suggested?—So far as I have looked at the measure, I think it is a fair and good measure; I hardly think the area of taxation is sufficiently extended, because beyond the actual metropolis there are extensive districts which are largely interested in the metropolitan thoroughfares, and in the River Thames.

261. If it could be shown that great advantage would be afforded by the improvement of the thoroughfares of the metropolis, even to the growers of agricultural produce, you would probably think that the districts in which that produce was produced ought to be subject to taxation?—Decidedly.

262. Would you consider the present area from which the coal tax is levied a fair one?—The present area of the coal tax is much fairer than that laid down by the new Bill, so far as I have examined its clauses.

263. I see by a Report which has been laid before the House of Commons, that the assessable value of the property contained within the Registrar-general's district is 13,547,999 *l.*; a penny in the pound upon that amount would produce 60,000 *l.* per annum, which if you took 30 years' purchase would be 1,800,000 *l.*; how far would the produce of that rate of a penny go towards the carrying out of those improvements which you have suggested?—It would go a considerable way towards it of course; I believe it would effect those leading improvements where there is now so great an obstruction to the traffic, but it would do very little towards carrying out a general scheme of metropolitan improvements in reference to thoroughfares.

264. What is your opinion as regards the loss of the City upon the improvements which have been already made, that is, the difference between the value of the property they have had to purchase, and the value of the property they have had to sell?—I cannot state accurately; I think it would be better to have that question accurately answered by one of the Corporation officers whose business it is to keep a record of what the improvement has cost, and how much is returned by the sale of spare land.

265. What is the name of the officer who would give the Committee that information?—I think it might be obtained from the City Chamberlain's office, or through the Improvement Committee, of which Mr. Hall is the chairman.

266. As a late member of the Corporation of London, you are no doubt aware that they are in possession of considerable property within the City?—A good deal.

267. Would it, in your opinion, be advisable to dispose of that property towards forming a fund for carrying out the contemplated improvements?—My opinion is that all that money was left for the good of the public. It is often said by gentlemen in reference to this subject, that the City having very well conducted their affairs in regard to sewage, and having perfected their various sewers,

sewers, it would be hard to levy a tax upon them of the same rate that you would impose upon the outlying districts. So far, however, as the principle is concerned, I hold that no money was left simply for the advantage of the City. The City was then the Metropolis, and as the Metropolis extended, so the whole of the public property of the City ought to be made available for improvements, whether within the walls or without.

268. You would recommend the disposal of all the property of the Corporation, and its being applied to those improvements which you consider so essential?—I would.

269. Leaving the necessary charges for the government of the City to be defrayed annually by a local rate?—Yes.

270. Do you consider that the annual expenditure of the City would be, in all probability, much reduced, if the money were supplied from a rate upon the inhabitants, instead of from those sources of the Corporation property?—I do not know whether it would be admissible in evidence, but I can lay before the Committee a statement in regard to the expenses of the City, which will show that what is done in Manchester for 12,000*l.* a year costs in London over 112,000*l.*

271. If the expenses of the City of London, the population of which is considerably less than that of Manchester, were reduced to a par with those of Manchester, it would yield about 100,000 *l.* a year towards improvements within the City?—The several townships around Manchester, and Manchester itself, are managed for a gross expense of 12,000 *l.* a year; the amount of money expended by them annually is considerably larger than the amount of money expended annually by the Corporation of London.

272. If you could reduce the expenditure of the Corporation of London 50,000 *l.* or 100,000 *l.* per annum, and were to apply that fund towards raising money for improvements, would it not raise 750,000 *l.* or a million sterling?—I have made a calculation by which I think the whole of the Corporation business might be managed, and from 60,000 *l.* to 80,000 *l.* a year saved to the public, which sum would, I believe, nearly effect the whole of the improvements which I have suggested within the City.

273. If they were to sell their own property within the City, the proceeds of that property, coupled with the saving upon their expenditure, you think would be sufficient to make all the improvements within the City proper?—It is a question I should not like to answer off-hand, but I believe it would go far towards making all the improvements I have suggested; that is to say, the money so found and the money which would be brought into their hands after the sale of the property when the lines of streets were effected; I believe the two amounts together would effect every change required by the public in connexion with the thoroughfares. I find the gross income of the City arising from their private property is about 90,000 *l.* a year; I find that they spend, as nearly as possible, 25,000 *l.* more than all their private income in conducting the affairs of the Corporation; in other words, the people are taxed to a large extent in keeping up and maintaining in its dignity and importance the Corporation as it now stands.

274. What is your opinion with reference to levying a rate upon the district, whatever the district may be, for the purpose of raising a fund for the purchase of all the bridges, and making them free of toll?—I think it is essential that every bridge in the metropolis should be made free; I think it is a disgrace to us that there should be a toll upon any bridge; and it is the best way of arriving clearly at the fact of how many new bridges are required and where you require them; till you see the extent to which the traffic can be relieved by those being made open bridges, it is impossible to know how many new bridges are required, although one or two more bridges are unmistakeably demanded for the wants of the public traffic.

275. Before the Committee which sat last year, it was proved that there were not more than two or three bridges crossing the Thames up as far as Staines, the use of which did not involve more or less a tax upon the public; do you consider that the inhabitants within that district ought to pay a certain improvement rate for the purpose of raising a fund in order to set free all those bridges?—Undoubtedly.

276. Would you consider it fair that the counties should contribute a sum of money sufficient to set free the bridges which unite two counties above the distance which I have named?—I do.

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277. Are you aware that it is the general rule throughout England and Wales for the two counties, under such circumstances, to build the bridge at the joint cost of the two counties?—Yes, I am; I was asked the question as to the property of the City being used for the carrying out of public improvements, I can see no reason why it should not be so used on this account; they have had 4 *d.* a ton on all the coals which have entered the metropolitan district for the purpose of effecting improvements within their own boundary; so that if the public has been taxed to their advantage, I see no reason why their property or they themselves should not be taxed for the public advantage.

278. Do you consider the continuation of the coal tax advisable, or not?—I consider it very unadvisable; any tax on one special commodity must, by necessity, be a great grievance to a particular class of individuals to whom the improvements effected by that tax can be of little advantage; therefore, a tax upon the whole of the population for public improvements, I think more equitable and more desirable.

279. Is it your opinion that if manufacturers were relieved from that tax, which is a heavy per-centage upon the first cost of the raw material, they would be better able to compete with their neighbours in other districts than they are now?—I think they would, in some trades.

280. And, therefore, the metropolitan district would be benefited to that extent?—I have been told it would do so in this respect: as an instance of what I mean, I am told that sugar refiners in London not only have to pay higher wages to the men they employ, but the fuel required in the various operations costs them more in London than it would cost sugar refiners in Holland, and the consequence is, that a large amount of sugar refining has been removed to Holland, or I might say, has been encouraged in Holland to the disadvantage of London.

281. You consider that the coal tax has been injurious to the manufacturing interests of London generally?—I believe it has.

282. And you consider that a local rate upon the general property within the district, whatever that district might be, would be the preferable mode of raising the necessary funds?—Decidedly.

283. And you would consider that a just and reasonable mode out of which those funds could be raised?—I think no means could be so equitable or so just.

284. From your experience of the feeling of the City of London, and the persons connected with the Metropolis, do you think it would be considered a fair measure to adopt?—I believe the mass of influential people would consider it to be an exceedingly fair measure; of course, no new rate or tax is ever received with anything like applause. I do not say that they would hail it as a great boon, but they would consider it to be an act of justice, and would without a murmur submit to the tax.

285. Mr. *Heyworth*.] Besides the additional cost which the tax on coal brings on the manufactured article in London, do you suppose they have to give larger wages in consequence of the coal being dearer to the operatives working in those manufactures?—I dare say the unseen operation of the indirect tax must influence wages to some extent, although it may appear to be inappreciable.

286. You are well acquainted, no doubt, with the City of London; are not there several independent corporations which have very large incomes?—There are some very large public companies which are chartered corporations, which have very large funds at their disposal.

287. Would there be anything unjust in the application of a part or the whole of such funds to the benefit of the City?—I think there might; it is a difficult question to deal with, the property left to them has been left in a peculiar way; it has not been property granted them by the Crown, although they have had their charters granted to them by the Crown, but it has been left by private individuals for specific purposes; and they really are trustees, to carry out the desires of persons who are deceased, whose charitable intentions they are to fulfil.

288. Are those charitable intentions according to your information fulfilled?—I think not entirely; the whole of the companies in London ought to be placed I think under the examination or scrutiny of the Charity Commissioners, or some distinct body, to ascertain clearly whether they have carried out those duties

duties which were imposed upon them; I remember the decay and decease of several of those companies, and I have no hesitation in saying they have been self devoured, they have eaten themselves to death; they began by giving dinners once a month, then they got to dinners once a quarter, maintaining a certain amount of charity to the poor people who belonged to their particular guild, gradually that diminished, they fell off to one dinner in the course of the year, and by and by the property was disposed of, and the poor people were told that they had no more funds.

289. What is the richest corporation of that kind in the City of London?—I have not the statement before me, and it is rather difficult for individuals to obtain an accurate statement of their affairs, but according to my recollection, the Goldsmiths' Company would stand first.

290. *Chairman.*] Have you formed any idea as to the cost of those various improvements which you have now suggested?—I have not with sufficient accuracy to be able to hazard a statement on the subject; with regard to the proposed bridge, I have done so, because I employed an engineering staff to take surveys, give me a plan of a bridge, and take out the quantities, and then I had a public contractor who gave me a letter, undertaking to do the whole work for a certain price; I made an offer to the Corporation of London to construct a bridge and the approaches down to the level of Cannon-street for a certain sum.

291. What sum was that?—£. 500,000; I was told that the thing would cost a million, then a million and a half, and then two millions; I went into the calculation closely, and I was prepared to have the whole constructed to their own satisfaction, and the satisfaction of surveyors appointed by the Government, for the round sum of half a million.

292. Do you consider the principal portion of the alterations which you have suggested in your evidence to-day to be imperatively required?—There is not an alteration I have suggested which must not, in my opinion, be executed sooner or later, and my impression is, as the Metropolis grows so rapidly, if even a heavy tax were levied to begin with, and a great many of those works were carried on at once, it would be a vast public advantage. In connexion with that subject, I may mention that one of the great things we need in London will be supplied by the new Bill of Sir Benjamin Hall, under which I think there should be a survey immediately made of the whole Metropolis, and all public works, all extended works in regard to streets, and other matters connected with building, should be suspended as far as practicable until the central body has determined upon a general and complete plan, so that all drainage, all sewage, and all matters in connexion with the outlying districts of the Metropolis may fall in with those which are being executed within the present area.

293. And you would then carry on the whole vigorously?—With as much vigour as possible; and my opinion is, that in 10 years a change might be effected which would astonish us all. When we compare the improvements in Paris, that spring into existence as if by magic, with the tardy progress made in London, the contrast is sufficiently great to humble our national vanity. In reference to a question which was asked me just now as to the willingness of the Corporation to promote an embankment of the river, I may mention that the Corporation have been in the habit of granting licenses to build wharves in front of premises occupied by individuals or by public companies; about half way between London Bridge and Southwark Bridge are the premises of Messrs. Calvert, the brewer; it would be almost worth the while of this Committee to go across London Bridge, from the Surrey to the City side, to observe what has been done. As soon as they get to the City side, or near the City end of London Bridge, if they look along the edge of the river, they will find that Messrs. Calvert have been permitted to build out a large block of buildings, I should think 20 yards in advance of any other buildings, and if ever an embankment of the River Thames is constructed, they must pull those down.

294. Unless they put the embankment in a line with the front of those buildings?—You must have between that building and the river front 60 or 80 feet, to give you a proper space. Unless you carry your embankment too near the centre of the stream those buildings must be taken down, and the compensation required will be tremendous. Those buildings have been raised within the last four years. That is one of the instances in which great public evils arise from extensive powers being given to a comparatively small body. A section of

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a large corporation gives its consent, and reports to the corporation; the report may be received as a matter of course, and pass without sufficient investigation, and you only find out the evil when it is discovered that the building is a public nuisance. This again will be shown if you pass from the City side of London Bridge over to the Surrey side. You will find a large building constructed there, called Hibernia Chambers, the property of an alderman, who one would think ought to have some public spirit in regard to such matters, and to feel some pleasure in not exactly taking advantage of all his rights, especially if it becomes a public eyesore. After the building of London Bridge, Mr. Alderman Humphery bought the land up to a particular line, I suppose the foundation from which the bridge sprung. In all these matters there are mouldings and ornamental matters which frequently overhang the foundation. At London Bridge you have a cornice overhanging the foundation some two or three feet. These Hibernia Chambers were to be built, and Mr. Alderman Humphery in his wall has built a part of the moulding of London Bridge, instead of leaving a space of eight or ten feet, as was done liberally by a public company, the Fishmongers' Company, on the other side of the bridge.

295. If the whole of the river, from London Bridge upwards, were embanked upon both sides, what would be the effect as regards the steam-boats which ply upon the river; would it add to their number, by giving to them increased facilities, in your opinion?—I think so, very greatly; but I would not limit the embankment down the river to London Bridge; I would have it carried all the way down to Greenwich on the south, and Blackwall on the north side of the river.

296. And by that means the pressure upon the streets would be still more diminished?—Yes, very greatly. Another great advantage which would be derived, would be that all the present eddying of the filthy water round and under the barges would be avoided. At certain points of the river there is no reason why the gentlemen connected with commerce, such as coal dealers and corn dealers, should not have docks behind the embankment, in which they might lodge their barges, free from all inconvenience of the river, and in a safe place, because they might be locked up; care being taken that the area so occupied should be paved and thoroughly washed out, at least once a day, when the tide was falling.

297. Lord *A. Hervey.*] Does your plan comprise an embankment of both sides of the river?—I would embank both sides, but I would begin with the Middlesex side.

298. Have you formed any estimate of what would be the expense of such a work?—Not at all. It has often been remarked to me, if you cut so many new main thoroughfares, will not you greatly injure the value of the property in the existing thoroughfares? My reply to that has been, That may be an evil possibly to the people who reside there at this moment, but it will open a great advantage to men who are desirous of commencing business, but who have the command of only a limited capital. If a new street happens to be a great place for business, gentlemen of large capital will take premises there, but by the plan I suggest, men of small capital will have an opportunity of getting good frontages, which at present they cannot get. The more we multiply good frontages, the more we shall benefit the trading classes, because the greater will be the means of entering upon business with a small amount of capital.

299. *Chairman.*] The increased population who are not tradesmen, will require to be supplied by tradesmen, and in that way you probably think the good frontages will be very soon occupied?—Gentlemen residing in the west are perpetually annoyed, because trade will force itself, by necessity, into neighbourhoods from which they would rather have it excluded, because the existing conveniences for traders are comparatively limited; so that they must force themselves into those particular streets, and you find that streets which were intended to be used for private dwellings entirely are required for shops. With respect to the embankment of the river, no sooner would the plan be matured, and land advertised to be let for building purposes, than I believe large speculative builders and others would give such prices for it as would cover nearly half, if not the entire cost of the work, provided you give the means of access to those who have property behind.

300. Lord *A. Hervey.*] With respect to the proposed bridge, do you suggest that the railway and the common carriage bridge should stand on the same arches?—Yes; I believe I shall be able to place before the Committee a design

design for a compound bridge such as I have suggested. It is very pictorial in its design, and it is certainly one of the most magnificent things I ever saw. The idea is, that you may have a bridge 90 feet wide, and there is sufficient room, if the bridge is properly constructed, below the carriage-way, and between the height of the arch required for the traffic on the river, to give you at least 15 feet for a tunnel underneath. *F. Bennoch*, Esq. 8 May 1855.

301. Mr. *Heyworth.*] How would the level of your railway bridge harmonize with the level of the railway terminating at the Post-office?—It would be on a dead level with it.

302. Mr. *Pilkington.*] Do not you imagine that this connexion would be so important to all the various railways, both north and south of the river, as to induce them to join in its construction without any cost to the public?—It will be remembered that the South-Western Company have at the present moment, I believe, the right of constructing a railway down as far as London Bridge, therefore the advantage would be very great to them.

303. You think, on this undertaking being completed as far as the Post-office, it would be of great importance to all the other companies to make a connexion across the river without imposing any cost upon the public?—Yes. In connexion with this, I may mention that there is a scheme for a railway, starting from the bridge opposite St. Paul's, going to the west of the Elephant and Castle, along by Kennington Park, Brixton, Dulwich, Norwood, crossing the line of the Brighton Railway, and going in a straight line to Tunbridge, there falling in with the Hastings Branch Railway, which would give you, from St. Paul's to Paris, as nearly as possible, a straight line, without a deviation, to Reigate, one of the best plans of a railway I have ever seen, which the universal local traffic of the place just named in the suburbs would ensure, in my judgment, a very profitable return.

304. *Chairman.*] Do you know if it is in contemplation to go from the Post-office to join the Eastern Counties Railway at Shoreditch?—I do not know; it has been several times named; and there was a plan which I have seen of a line from the Eastern Counties, along by St. John-street, and so into Smithfield.

305. That was reported against by the Commission which sat in 1846; do you know if the Metropolitan Company have ever considered the question of going from the Post-office to join the Eastern Counties Railway?—I am not aware.

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*Jovis*, 10° *die Maii*, 1855.

MEMBERS PRESENT.

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| Mr. Jackson. | Mr. Pilkington. |
| Mr. Biggs. | Mr. Oliveira. |
| Mr. Heyworth. | Mr. William Williams. |
| Viscount Ebrington. | Viscount Duncan. |
| Lord Alfred Hervey. | |

WILLIAM JACKSON, Esq., IN THE CHAIR.

*George Ledwell Taylor*, Esq., called in; and Examined.

306. *Chairman.*] YOU are an Engineer and Surveyor?—I am. *G. L. Taylor*, Esq.

307. Have you had long experience in that profession?—I have been practising nearly half a century.

308. Are you well acquainted with the City of London and the whole Metropolis?—I have resided in London for 40 years.

309. Have you been from time to time consulted with respect to great works and great thoroughfares in the Metropolis?—I have.

310. Have you ever turned your attention to the subject of the communications required by roads and bridges for the convenience of the Metropolis?—I have

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I have long turned my thoughts to the best communications to be effected by roads and bridges and railways from the parts of the Metropolis north with those south of the River Thames.

311. Will you be kind enough to state to the Committee your view as to what alterations should be made, and what additional bridges, if any, are required?—I have carefully read the evidence given before the Committee of the House of Commons last year on Metropolitan Bridges.

312. Do you concur in the Report made by that Committee?—In a great many points I do.

313. It was stated in that Report that, in the view of the Committee, it would be beneficial if a new bridge was built by St. Paul's; do you concur in that view?—Quite so.

314. Have you considered that question thoroughly?—Yes, I have considered the question of bridges and roads, as well as the communications by railway.

*Vide* Plan No. IV. at the end.

315. You have a plan, have you not, showing an improvement in the communications within the City?—Within the whole metropolis. I have made a general plan of the communications which I think desirable.

316. Will you be kind enough to point them out on the map to the Committee?—Perhaps the Committee will allow me to explain the several points. I have made a plan of the various bridges and roads that I should recommend, together with a scheme for a junction of all the different railways with each other, which is intimately connected with the subject of roads and bridges, and may be carried out simultaneously, with a reference to which plan I will describe my views. I had also written a pamphlet on the subject, but on hearing of this Committee, I thought it proper to delay its publication, and give to the Committee the original communication. First, with regard to the bridges, I am of opinion that all the bridges should be free, but I do not think that is all that is required.

317. What further do you think is necessary?—The opening of Southwark Bridge I consider of the least consequence. The approaches on the north side are very steep and inconvenient, crossing and interrupting the traffic of Thames street; and on the Surrey side it leads to narrow streets, and nothing direct moreover, the construction of a new bridge would involve less expense than the purchase of the present one, and the approaches would be far preferable, and by no means costly. The opening of Waterloo Bridge would be a great boon to the public; and Vauxhall would be the same. I will enumerate the bridges that I consider necessary for the convenience of the metropolis. First, a bridge on a high level, as recommended by Mr. Page, east of London Bridge, with approaches between Tower-hill and St. Katherine's Docks, on the north side of the Thames, and to go across to Tooley-street.

318. Mr. *Williams*.] How far is it above the Thames Tunnel?—It is 3,000 feet from London Bridge; it is about one-third of the way to the Tunnel from London Bridge. Secondly, I would recommend a new bridge from the line of the east end of St. Paul's, with a road in a straight line to the Elephant and Castle, a distance of only five furlongs on the Surrey side of the river, leading to a part of the Borough-road already made in the very line.

319. Mr. *Heyworth*.] Would the approaches be long on the Surrey side?—About half a mile; and on the London side I propose to go to the east end of St. Paul's for the approach, and there would be also an approach from a street which the City are proposing to make eventually from the Bank to Earl-street. I propose that Hungerford-bridge should be widened for a road on the north side, and a railway station on the south side. These three bridges I should consider would amply provide for the wants of the Metropolis, and the approaches are undeniable.

320. *Chairman*.] You have marked another bridge between Waterloo and Blackfriars on the plan?—Yes. Some consider that a bridge opposite Essex-street would be desirable. I have shown the site on my plan, and it would be no doubt a great convenience, particularly if accompanied by opening a street in continuation of Serle-street to the Strand at Pickett's-place, Temple-bar, and if Lincoln's-Inn Fields were to be made approachable from Holborn, and from the west. A road to the south would readily be made to very convenient communications.

321. You would commence at Holborn, keep on the east side of Lincoln's-Inn Fields, coming down to Carey-street, and then forming a new street to the Strand,

Strand, widen Essex-street, build a bridge from the bottom of Essex-street, leading to the Commercial-road, along Duke-street, which would be prolonged to Broad Wall, and terminate in a new street which you propose should be made from Hungerford-market to the Borough?—Yes.

322. Running from west to east until it terminates in Wellington-street, leading to London Bridge?—Yes. My next point is with regard to *roads*. I should recommend the road from St. Paul's to the Elephant and Castle. It must be so obviously desirable as not require a word of comment, and there is actually nothing in the way to prevent it; it forms a continuous line from Aldersgate-street to the Elephant and Castle, conveniently intersecting other leading lines. The part at Old Change, at the south-east angle of St. Paul's between the buildings just begun by Mr. Nathan and those of Messrs. Berens and Blumberg, is unfortunately only 35 feet in width, and it is to be regretted that the City authorities persisted in letting this ground with so narrow a street; but by prolonging the street already commenced towards Earl-street, Blackfriars, a short distance beyond what is already done, till it meets with a street which I have called the Alma-road, the traffic of the City would be led to the latter, and the necessity for continuing the street through Doctors' Commons to Earl-street would be in some measure avoided, although as a relief to Ludgate-hill the street to Earl-street would be most valuable; the traffic along that line would relieve exceedingly the traffic along Ludgate-hill.

323. The effect of opening a new street from Cannon-street through Earl-street to Blackfriars Bridge, you think would be a great relief to Ludgate-hill and St. Paul's Churchyard, to the extent of diverting the traffic that now goes down Ludgate-hill to Fleet-street?—Yes.

324. You have marked upon the plan a new road commencing from the east end of Stamford-street and terminating in New Park-street; do you consider that that would be of consequence?—Yes.

325. You propose to give increased accommodation from the west to the east, parallel with the River Thames, ending in Tooley-street?—Yes. Next I propose a road from Hungerford Market to the Sessions House in the Borough. This line I think of considerable value; it would lead directly from Stamford-street to New Park-street, and also by advancing these buildings at Clink-street to the line of the river, recommended by Mr. Walker, over which I am proposing to describe a railway presently, the road would be formed direct through to Tooley-street, which I think is exceedingly wanted. This place is choked up very much. The street is not above 15 feet wide, and there is no exit for the traffic. Waggons come in to load and unload, and cannot get away.

326. Is this plan somewhat similar to that which Mr. Pennethorne originally projected?—The idea is similar, but I do not think that the terminations are the same. The principal object is to make Hungerford Bridge a great road of approach, and to get to it from Whitehall, and also from the Adelphi, and probably by widening the entrance to Hungerford Market also. I thought that a communication to Hungerford Bridge from Charing Cross, prolonging Whitehall-place, and enabling a person to go out at the Adelphi, would be a great convenience, and very readily accomplished.

327. What you suggest is continuing Whitehall-place along the banks of the river, passing Hungerford Bridge, and going along the Adelphi till you come out at Adam-street, thus giving parties at Adam-street and the Strand an opportunity of going to the bridge without going along the Strand?—Yes; then they would be able to go from here to the Borough and the South-eastern Railway in a direct line.

328. You propose a new road in a direct line with Hungerford Bridge to the foot of what is called the Waterloo-road?—Yes.

329. And then going to the east from the Wellington-road to the City Bridge?—Yes, by the Sessions House in the Borough. The property through which it goes is all of a very inferior description.

330. From your observations, do you think that that would tend materially to relieve the great thoroughfares from the traffic from the North-west of the Metropolis?—I do very much.

331. Have you ever calculated the saving of time to a person at Charing Cross who wanted to get to the Brighton station, between going by the proposed route and going by the present route?—This is only a mile and a quarter, and free from any interruption, whereas the other is above two miles; and is subject to constant interruption. Then I propose another street to relieve that; and to

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make the communication from the west end of town more convenient, I propose to avoid the Lower Marsh, and make a street direct into the New Cut, which would make the communication to the City very direct.

332. Mr. *Williams.*] You spoke of a new communication to Earl-street; did you mean Cannon-street?—Yes, branching from Cannon-street.

333. Was not it in contemplation by the City, when they opened that new street, to make a line branching off from it by the church?—Yes; that is the line to which I refer.

334. Have the Corporation carried out that scheme?—I believe they intend to do so. We all think they are very slow in their movements. What I wish to suggest is, that if the line of road that I recommend were carried out, a great proportion of that street might be avoided, or might be made at a future time.

335. *Chairman.*] Have you any other suggestion to make to the Committee upon this subject?—No; that is all I have to say with regard to roads and bridges.

336. Will you describe to the Committee your view as regards the different railways which you think essential to the perfecting of the railway system both north and south of the river?—I consider it very desirable that the two subjects should be arranged together, in order to avoid the necessity of building more bridges. I think the bridges may be made available for the purposes both of railways and of roads. The obstructions in the streets of the metropolis are caused, in a great measure, by the cabs, and objectionable carrier waggons employed in conveying passengers and goods from one railway to another. By forming a communication between the several railways those would be removed, and it might be done by the construction of two miles and a quarter of railway without a single difficulty that may not be readily got over, the property also through which they would have to pass being all of very inferior value.

337. Were you not authorised by the South-Western Railway to make preliminary surveys for them, prior to their going to Parliament to obtain the extension of their line to Waterloo and the City of London?—I was.

338. Therefore this is a district with which you are well acquainted?—Yes; I was at that time surveyor to the Archbishop of Canterbury, and it was in my vocation, seeing the nature of the property through which the road would pass, that induced me to advise Mr. Tite to take the matter up.

*Vide* Plan No. IV. at the end.

339. In laying down these new roads, you have kept in view the value of the property that would be required to make the necessary alterations?—I have carefully selected lines in which no property of any value occurs. In the course of those lines there is not one church or public building or establishment of any extent intervening. The course which I propose for the railway is shown on the plan by the blue tint. I commence by supposing the North Metropolitan constructed from Paddington to the Post Office. In 1845 I was employed on the Regent's Canal Railway, the object of which was to effect what the North Metropolitan Railway has now done, or is about to do, and at that time the extensions that I am now going to detail were intended to follow. With regard to the question of whether the Metropolitan Railway is likely to be constructed or not, I think there seems very little doubt of it.

340. Why do you think there is very little doubt of it?—Mr. Brunel has said that he sees no other way of the Great Western reaching the City, and many advantages will be obtained by it. The Act has been obtained, and fresh powers are sought for this Session.

341. It comes under Mr. Cardwell's Clauses, does not it?—Yes; there is an amount of 80,000 *l.* deposited.

342. That cannot be withdrawn till 50 per cent. of the capital has been paid up?—No; and therefore I imagine they will not sacrifice that large sum. Then I proceed by a tunnel from St. Martin's-le-Grand, at the east end of St. Paul's, under the triangular piece of ground which is so desirable to be kept unbuilt on, under the corner house lately taken by Mr. Nathan, who has so constructed his house as to admit of the tunnel passing under it.

343. Have you had any communications with the authorities of the City of London with reference to their retaining that portion of land so as to enable a street to be made there?—I have; I was very anxious about it, and I endeavoured to attain the object but failed entirely; I also went so far as to make an offer for the corner house of eight guineas a foot, but Mr. Nathan gave 15 guineas a foot.

344. You do not consider that the authorities have met the wishes of the public

public in that respect?—I think that restricting the space between Messrs. Berens & Blumberg's and Mr. Nathan's buildings to 35 feet, knowing that the road was so very desirable upon that line, was very injudicious.

345. Are you aware whether the sale of that property to Mr. Nathan was subsequently to the Report of the Committee of this House, which sat last Session, in which it was suggested that, if a bridge was built, it should be built in that position?—I am not aware; but I believe the suggestion to have been made before the ground was let. Then I propose to widen Old Change by pulling down a few very inferior old houses on each side, and to go between the churches of St. Mary Magdalene and St. Nicholas Olave; to go through some miserable property called Labour-in-Vain Yard, still under ground; then over Thames-street, and over Mr. Crawshay's iron wharf, which would retain its use as perfectly as before.

346. Mr. *Heyworth.*] It would be a viaduct?—Yes; and Mr. Crawshay would be able to receive his iron from all parts of the kingdom into his own warehouses; then I pass across the river with a bridge, the railway being underneath the road, with 27 feet water-way; a double line of rail, and a road over 50 feet wide, that road continues on to the Elephant and Castle.

347. *Chairman.*] You intend the high level for the use of the public, and the low level for the use of the railway?—Yes; but the railway would be 15 feet above the level of the present road at Bankside; there is a difference of 30 feet in the level on the one side of the river, and on the other, which enables this arrangement to be made.

348. Coming out from the tunnel, commencing at St. Martin's-le-Grand, you are on such a level as would enable you to construct a railway bridge in conformity with the requisitions of the Woods and Forests, regulating the height of the arch of a bridge crossing the Thames?—Yes, I have taken 27 feet.

349. Allowing 27 feet from high-water mark, you are able to get a railway above that, and over that again, a road for the public?—Yes.

350. Have you made any section showing the incline from the east of St. Paul's Churchyard?—It is almost a dead level.

351. The inclination of the main road would be very slight also?—About 1 in 40; a portion of it at the south end, the rest nearly level.

352. Mr. *Heyworth.*] The railway on the Southwark side would be a viaduct?—Either on arches or upon piers, with tubular bridges; it would be a viaduct. All the south side of the river would be above ground, and all the north side would be under ground.

353. *Chairman.*] You have regulated the width of your bridge by the width of the approach from St. Paul's to it?—Yes. There is no property of any value which will be interfered with, by what I am proposing to do.

354. Mr. *Pilkington.*] What would be the descent on the Southwark side of the road?—The railway separates from the road at a point which I will describe presently to the Committee; the railway goes right and left, and the road continues straight on.

355. *Chairman.*] What is the inclination from the Surrey side of the bridge down to where it terminates in Southwark?—A portion of it would be about 1 in 40.

356. You are almost on a level from St. Paul's to the bridge on the north side, but when you get across the bridge to Ewer-street, there is an inclination of 1 in 40?—Yes, from Great Guildford-street to Ewer-street.

357. How do you propose to take your railway to unite with the South-Western Railway?—I go over the streets and houses, and the property generally there is of very little value.

358. Did not you state that you landed on a level on the south side of the river with your railway?—Yes, the road comes tnrougn upon a level, and the railway under it, which goes over Bankside.

359. What would be the elevation of the railway on the Southwark side?—Sixteen feet above the road.

360. And you would have to rise 25 feet at the Waterloo Station?—Yes, about that.

361. You have an inclination of nine feet to get over?—Yes.

362. Mr. *Heyworth.*] In what distance?—In a distance of about three-fourths of a mile; it is about 1 in 200.

363. *Chairman.*] You have a rise from 16 feet to 25 feet from the edge of

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the water on the south side of the Thames up to the Waterloo Station?—Yes, about that.

364. Have you continued your line of railway so as to carry it across the Thames again to Hungerford Market?—I propose to make a curve before entering the Waterloo Station to Hungerford Bridge, and another curve from the western end of the Waterloo Station to the same point, and on to Hungerford Market.

365. Mr. *Heyworth.*] Do you intend to have a station there?—Yes, I propose Hungerford Bridge to be a station 900 feet in length, and I propose to have a double line of carriages, and a platform 15 feet wide the whole length.

366. *Chairman.*] Do you think that a rate levied upon the whole of the property of the metropolis, where property is within the present Registrar-general's district, would be a fair tax, by means of which money should be raised for the purpose of making the several improvements which you suggest?—Yes, I do; but I think that the whole community should contribute; for every traveller is greatly interested in the scheme of the connexion of railways.

367. Are you aware, from your experience as a surveyor and engineer, that it is the practice in all counties except Middlesex, Surrey, and Kent, where a bridge is necessary to unite two counties, that the expense of constructing it is defrayed by a tax on the several counties?—Yes.

368. Do you see any reason why that principle should not be adopted in the case of bridges connecting the counties of Surrey, Kent, and Middlesex?—No, I do not; I think it is a very good principle. I have often travelled, coming up from Dover, with foreigners and Englishmen, who wanted to go to other parts of the kingdom, and I have asked them, "What would you give if you could go now from the South-Eastern Railway to the South-Western Railway or the Great Northern Railway," and they said that they would give a guinea, or they would give anything for such an accommodation.

369. That being the opinion of parties who would give a large amount of money in order to be saved the time and inconvenience of passing through the metropolis, do you think that the State should be taxed where the parties themselves are willing to pay?—I do not know how the parties are to be got at, and how they are to be made to contribute, except by paying liberally for their transmission.

370. As a commercial enterprise, do you think that these railways that you suggest would, in connexion with the other railways leading into the metropolis, north and south of the Thames, be a fair return for the capital invested?—I think persons would be willing to pay anything; and the conveyance of goods from one railway to another by this means, so short and so simple, would yield an enormous return.

371. Have you ever calculated the amount of money which the metropolis would be saved if the goods now carted over their roads, which they are bound to maintain, were conveyed by a railway across the metropolis?—I have not.

372. Would it be a very heavy saving?—I think so; but a greater item would be the saving in the consumption of horesflesh, and the labour which would be saved.

373. If the Paving Boards were saved a heavy expenditure, the parishioners would be better able to meet any expenditure in maintaining the streets and approaches?—I think so.

374. Mr. *Williams.*] The saving of time would be an important item?—Yes; a person would go from the South-Eastern Railway, or the South-Western Railway, to the Post-office in about 10 minutes.

375. *Chairman.*] Your view is that, if this railway, commencing at Hungerford Market, was made, it would afford a rapid communication between the north-western part of the metropolis and the centre of the City, taking the post-office as the centre?—Yes, it would certainly.

376. Have you ever turned your attention to the continuation of this underground metropolitan railway from the Post-office to join either the Eastern Counties Railway at Shoreditch or any other railway?—I have not gone into any very minute investigation of the subject; but I am quite of opinion that it could readily be done by a tunnel. The distance from the Post-office to the Eastern Counties is under a mile, and no obstacle in the way.

377. There

377. There are no engineering difficulties in the way?—No; the only difficulty is the funds.

378. Will you be kind enough to describe to the Committee how you propose to take your railway from the South-Western Railway Station to the South-Eastern Railway Station?—I proceed from the east end of the South-Western Terminus to a point south of the St. Paul's Bridge, in a strait line over the streets for a distance of six furlongs. I then continue, also in a straight line, or nearly so, on a viaduct up to some warehouses in Clink-street; I proceed over the top storey of those warehouses, and of Mr. Humphreys' warehouse, and over London Bridge by a tubular bridge in front of Topping's Wharf and Cotton's Wharf, and over Tooley-street into the South-Eastern Railway.

379. What is the inclination from the contemplated St. Paul's Bridge to the station where you terminate your line?—The inclination is 1 in 100 to Topping's Wharf, and then it drops into the South-Eastern Railway at a decline of one in 70.

380. In taking your line of railway parallel with the south side of the River Thames, how much above high-water mark would you continue your superway?—Sixteen feet over Bankside, at St. Paul's Bridge, and sixteen feet over London Bridge.

381. Is that sufficiently high to enable all the traffic passing over London Bridge to go under it?—Yes, that is sufficiently high.

382. Would not a waggon load of hops be higher than sixteen feet?—Yes, but they never come over London Bridge.

383. Supposing they wanted to come over, what must they do?—Then they must lower their topsails.

384. The public would have to regulate the piling of their materials in their carts according to the height of your bridge?—In the case of hops, and in the case of empty boxes going from one railway to another, that would be so, but then that would be obviated by my scheme. With the exception of empty boxes and hops, I never saw any load higher than 15 feet.

385. Would your project materially interfere with any existing rights or property?—No, I think it would benefit every one; it would not affect the wharfs; it would go over the tops of the warehouses, and not affect their operations further than if they were receivers of goods from different parts of the kingdom, they could receive them direct into their own buildings by the rail. I also think that goods might be received into the warehouses in Thames-street.

386. Lord *A. Hervey*.] Do you think that this railway would interfere with the scheme for the embankment of the River Thames, if it was ever carried out?—I do not see how it is possible to have such a scheme. The warehouses up to the river's edge, and the wharfs, are of immense value. It would be very inconvenient on the whole line to interfere with them, unless indeed it were to go over all the wharfs, not preventing the prosecution of their business. The embankment referred to by the Noble Lord was one on the south side of the river; I think otherwise of the one proposed on the north side, which is most desirable; but I am not aware of the details of the scheme before Parliament.

387. If such a plan was proposed, do you think the railway would interfere with it?—No, I think not; because I keep inland all the way. The advantage of this intercommunication between the railways would be very great for the whole travelling community, for any man going to any part of the kingdom coming to Hungerford would be sure to arrive at his destination. Then I propose that there should be two piers on the bridge, with staircases in the towers leading to the railway and the road, so that persons coming by steamboats could land on the piers, and go by rail to any part of the kingdom or by the road to any place they might require. There would be a line of rails through the lower part of the Post-office, so that letters might be put in for all parts of the kingdom in the Post-office itself, and the letter carriers might be sent round by the rail to any part of the metropolis.

388. Mr. *Williams*.] Would not the throwing a bridge across from Tower-hill interfere very much with the navigation of the Thames?—No. Mr. Page proposed it to be above the masts of all the vessels; it was stated that it would interfere with the navigation of the Thames, but I read in the evidence that he answered all that very satisfactorily; he said that lowering the topmasts of the larger vessels was all that would be required.

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389. Mr. *Heyworth.*] Do you think that these railways would be convenient for sending hops and empty boxes, and other things, to their destination in the City?—Yes, things might be returned.

390. And also the general traffic coming into London?—Yes, a person coming to London from any part of the kingdom would be able to go on to his destination direct to any part.

391. *Chairman.*] Have you studied the question of the cost of this road from north to south?—Yes.

392. Will you state to the Committee your views upon that subject?—As to the road, the estimate for the purchase of property to form the two main roads is as follows: the road from St. Martin's-le-Grand towards the Elephant and Castle, of one mile and five furlongs, I put at 350,000 *l.*, and the one from the Waterloo-road to London Bridge-road and Stamford-street, which is four and a half furlongs, I put at 150,000 *l.*, making a total of 500,000 *l.*

393. Does that include the bridge across the Thames?—No.

394. That only includes the contemplated improvements in the approaches and the roads?—Yes.

395. Do you consider that half a million of money would defray the expense of purchasing all the property and making perfect the roads?—Yes, I do. Then the return for that I put in this way: the building frontage created on both sides of the road would be 17,160 feet; that, taken at 20 *s.* a foot at 30 years' purchase, would produce ultimately 514,800 *l.*, which would pay the whole; so that the capital for the purchase of the property alone is required, and a loan of 500,000 *l.*, returnable in five years, would accomplish the whole.

396. If 500,000 *l.* was in the bank ready to be applied for the purchase of this property, it is your opinion that the whole of that sum would be returned by the sale of the surplus land after the streets had been formed in the course of five years?—I think it might be, with proper attention.

397. Therefore, beyond the interest of the money upon that sum, there would be no loss?—No; and even that interest would be provided for. There is 14,800 *l.* to pay that.

398. Have you ever considered the mode by which the money should be raised for the purpose of carrying out this undertaking?—I think a rate would be a reasonable mode.

399. Do you think that a temporary rate of a certain amount in the pound would be sufficient to raise the money?—Yes, I should think so.

400. Would it not be better in that case to do as is done in the case of county asylums and other county expenses, to spread the repayment over a period of 30 years?—Yes. I think 30 years is a great extent; I see no objection to it; it softens it off very much. Then with regard to the railways and the two bridges, I put the estimate for them at 1,500,000 *l.* I consider, from the great benefits to be derived, that any amount of charge for passengers and goods would cheerfully be paid so as to insure a remuneration. I consider a communication from one railway to another so desirable for the travelling community, and so earnestly wished for, that any fare would be readily paid, with which the carriage of goods would afford ample remuneration, and that the railway accounts might be charged with the expense of the construction and maintenance of the bridges of St. Paul's and Hungerford upon condition of being permitted to cross the river, and the condition also of the road being open to the public. If the present opportunity is not taken advantage of, I consider that any junction of the railways is next to impossible, or at any rate in so simple a manner as the manner that I have proposed. Both for this and for the road the coast is now clear, and free of every material obstacle; but every year and every day fresh difficulties are creating, or will be created. The idea of a bridge at St. Paul's was first made public by Mr. Bennoch, who was and is very enthusiastic on the subject. His observation to the Common Council was, "one has only to conceive the existence of a level bridge of the proper height, and in a line with St. Paul's Cathedral, opening up that noble structure in a manner hitherto unrealised, with approaches of ample dimensions, and a street at least 60 feet wide running direct to the Elephant and Castle, to feel that in all Europe there does not exist a grander opening than this would effect." This, his dream, is doomed not to be fulfilled; for the leviathan building of Mr. Cook in St. Paul's Churchyard, and the value of the property about Doctors' Commons, entirely preclude the possibility of an opening otherwise

wise than where I have squeezed one in. A thoroughly straight line from even the east end of St. Paul's is now precluded by the recent letting of ground to Mr. Nathan, leaving only a 35 feet street in Old Change; Mr. Bennoch, as well as myself, attempted to arrest the lucre of gain persisted in by the authorities with regard to this, but without avail.

401. *Chairman.*] You consider that the authorities have not regarded the public in this matter?—I do not think they have; I memorialised them, and went before them once or twice, and Mr. Bennoch was very anxious about it; but nothing was done. There is a point to which I wish to direct the attention of the Committee, to show the simplicity of this affair. The distance from the central point at the south end of St. Paul's Bridge, as a centre, is five furlongs to the Post-office; the same distance to the South-Eastern Railway; and six furlongs to the South-Western Railway.

402. Are you of opinion that the line of road from the foot of St. Paul's Bridge to the Elephant and Castle, and the line of road from the Waterloo-road to the Borough, will be a great improvement as regards the sanitary condition of the Borough?—Yes, and it will also enable the Commissioners of Sewers to build low-level sewers, and to drain the whole district thoroughly and effectually. I have communicated that circumstance to the Commissioners of Sewers, and they have acknowledged my communication. I wish to observe, with respect to the nature of the property through which those two roads go, that it is of a very inferior description, partly through waste ground, but more through over-populated ground, without water or drainage. The designations of the various properties of that character which these roads go through commence with the Labour-in-Vain Yard on the north side, which contains a set of very inferior dwellings and stables. The quality of the ground about Ewer-street is of the worst description. The mass of low buildings about the south end of St. Paul's Bridge, called Noah's Ark-alley, and Moss's-alley, are of the most inferior description. The neighbourhood of the South-Western Railway which I pass through is inhabited by prostitutes, and is as bad in quality as can be supposed.

403. You think that, independently of giving more ready access to the public, the opening of these streets with a view to sewering them would be highly beneficial?—Yes, it would.

404. There is a new line of communication marked upon the plan, which you have not adverted to, commencing at Farringdon-street and ending at St. Paul's?—Yes, from the site of the old prison, which is now vacant, and it goes by the side of the Old Bailey Sessions House, between that and the Stationers' Hall, and into the corner of Saint Paul's Churchyard.

405. Are you of opinion that that would give a great relief to Ludgate-hill?—It would give an immense relief, and there is very little in the way. I believe that the City are engaged, so far as regards the site of the prison; but they are very slow in their operations. Then I should recommend the railing in front of Saint Paul's to be set back to Queen Anne's statue, in a curve, and that the northern side should be set back about 10 feet and paved with wood. The cutting off of the angle of the north side of Saint Paul's, about 10 feet of the churchyard, has often been mentioned. There appear few obstacles in the way, that is, of tombstones.

406. Would any very great loss be sustained if the whole front opposite the north side of Saint Paul's was pulled down and rebuilt, setting it back as many feet as would be necessary to make a good roadway?—I think it would in the end pay itself; the property would become so much more valuable. There is a very large portion of it which belongs to the Dean and Chapter of Saint Paul's.

407. Supposing you were to pull down that lot of old buildings, and set them back, would it be attended with much loss?—No.

408. Do you think that it would be a great public improvement?—Yes, it would be an immense improvement.

409. Viscount *Ebrington.*] Would it not insure a little more open space for light and air in a place where it is much needed?—Yes; I think the equalisation of the line would be an improvement. I know this part very well, because I was at one time surveyor to the Dean and Chapter of St. Paul's; there is a very large portion of the Chapter-house which is about 100 feet in front, which is very little used.

410. *Chairman.*] That would be, in your opinion, one of the alterations within

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within the City which you would recommend to be taken in hand?—Certainly. I would observe also, with regard to the west end of Cheapside, that setting that back as much as possible to open up the way of St. Martin's-le-Grand and the Post Office, and the knocking down of a projecting house at the south-east corner of St. Paul's Churchyard, would be very great improvements.

*B. Oliveira*, Esq. M.P.

*Benjamin Oliveira*, Esq., a Member of the Committee; Examined.

411. *Chairman.*] YOU were, in the last Session of Parliament, the Chairman of the Select Committee appointed for the purpose of inquiring into the Metropolitan Bridges?—I was.

412. That Committee made a Report, which was submitted to The House?—They did.

413. Upon that Report have you prepared a Bill, which you propose to bring into Parliament?—I have.

414. Is this a copy of it?—It is.

415. Do you deliver it in to the Committee?—I do.

[*The same was delivered in, and is as follows:*]

## ARRANGEMENT OF CLAUSES.

Preamble.

WHEREAS it is expedient that the several Bridges across the River Thames, between Staines and London Bridge, in the counties of Middlesex and Surrey, should be dedicated to the free use of the public:

BE IT ENACTED,

By the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:

### Preliminary.

Short Title.

This Act for all purposes may be cited as "The Metropolitan Bridges Act, 1854."

Interpretation of Terms.

In the construction and for the purposes of this Act, the following terms shall have the respective meanings hereinafter assigned to them; (that is to say),

"The Commissioners," shall mean the Commissioners appointed or to be appointed for carrying this Act into execution, and their successors:

"The Bridges," shall mean the several Bridges, and the approaches thereto, authorised to be purchased by virtue of this Act:

"The Bridge Companies," shall mean the Companies' Commissioners, or other persons, being proprietors of the bridges by this Act authorised to be purchased, or lessees of the tolls collected thereon.

### Appointment of Commissioners.

Constitution and Powers of Commissioners.

This Act shall be carried into effect by the Commissioners to be appointed by virtue of this Act.

Number of Commissioners.

The number of Commissioners shall be 16.

First Commissioners.

It shall be lawful for the First Commissioner of "Her Majesty's Works and Public Buildings" to appoint five persons to be Commissioners for the purposes of this Act, and at pleasure to remove the Commissioners so appointed, or any of them; and upon every vacancy in the office of Commissioner so appointed, some fit person shall be appointed to such office in like manner.

Chairman of Commissioners.

One of the five persons so appointed shall be nominated by the said First Commissioner to be Chairman of the Commissioners under this Act.

Appointment of remainder of Commissioners.

The remainder of such Commissioners shall be appointed as follows:

Two Commissioners by the Mayor, Aldermen, and Commons of the city of London in Common Council assembled:

And one Commissioner by the registered electors respectively of each of the Parliamentary boroughs within the county of Middlesex:

And a Commissioner by each of the registered electors respectively of the boroughs of Southwark and Lambeth, such electors being qualified to vote in the election of Members to serve in Parliament for each such borough:

One

One Commissioner by the registered electors respectively of each of the divisions of the county of Surrey, such electors qualified to vote in the election of knights of the shire to serve in Parliament for such divisions respectively:

And one Commissioner by the registered electors of the county of Middlesex, qualified to vote for the knights of the shire of such county.

Term of Office.

The persons so elected shall continue Commissioners for the space of three years from the time of their election.

Vacancies to be supplied.

All vacancies shall be supplied by the corporation or electors, by whom the person occasioning such vacancy was originally appointed.

Commissioners Clauses Act incorporated.

"The Commissioners Clauses Act, 1847," is incorporated with this Act: provided always, that at the election of Commissioners, no person shall have more than one vote.

Failure of Appointment to prevent Commissioners acting.

The failure to appoint Commissioners, by any persons or bodies hereinbefore authorised to appoint Commissioners, shall not prevent the Commissioners who have been appointed from proceeding with the execution of this Act.

Commissioners appointed by First Commissioner of Works and Buildings may proceed.

The Commissioners appointed by the First Commissioner of Her Majesty's Works and Buildings may proceed in the execution of this Act, although no elections have taken place of the remainder of the Commissioners; but no contract shall be entered into or notice of purchase given to any Bridge Company, until the number of Commissioners amounts to 10.

Commissioners incorporated.

The Commissioners shall be a body corporate, under the style of "The Metropolitan Bridge Commissioners," and shall have perpetual succession and common seal, and shall have power to hold lands for the purposes and subject to the restrictions of this Act.

Quorum of Commissioners.

Five shall be a quorum of all meetings of Commissioners.

As to advertisements.

All advertisements by the Commissioners shall be published in the London Gazette, and in two London daily papers.

## Purchase of Bridges.

Bridge Companies may sell to Commissioners.

It shall be lawful for the respective Bridge Companies, being proprietors of or otherwise interested in the Bridges specified in the Schedule to this Act, to sell and convey to the Commissioners, and the Commissioners are hereby authorised to purchase from them severally and respectively their several undertakings (that is to say), the respective Bridges, approaches, rights, power and privileges, lands, tenements and hereditaments, belonging to such respective Bridge Companies.

Incorporation of Lands Clauses Act.

"The Lands Clauses Consolidation Act, 1845," shall be incorporated with and form part of this Act.

As to method of settling price of existing Bridges.

In case the respective Bridge Companies and the Commissioners do not agree as to the price to be paid for such purchase, such price shall in each case be determined by arbitration, in the manner provided by "The Lands Clauses Consolidation Act, 1845."

Appointment of umpire.

The umpire shall in all cases be appointed by the Lords of the Committee of Her Majesty's Privy Council appointed for Trade and Foreign Plantations.

Receipt under common seals a good discharge for the purchase money.

The respective receipts in writing under the respective common seals of the said several Bridge Companies, if an incorporated body, or under the hand of the treasurer, if not a corporate body, for the purchase money awarded to be paid for the purchase of their said undertakings respectively, and for any other money which may be paid to such several Bridge Companies by the Commissioners, shall be an effectual discharge to the Commissioners for the sum which in any such receipt shall be expressed or acknowledged to be received: And subject as aforesaid, the Commissioners shall not be obliged or concerned to see to the distribution of such purchase money, or of any other money which may be paid by them to the directors or other persons, being the managers of the said several Bridge Companies respectively, among the proprietors or shareholders, mortgagees or creditors of those Companies, or be otherwise answerable or accountable for any loss, misapplication, or non-application thereof, or any part thereof.

On payment of purchase-money, and execution of conveyance and advertisement, the property of the Bridge Companies to vest in the Commissioners

Immediately on the payment, pursuant to the terms of any such agreement or award of such purchase-money, and on the execution by any of the said companies of a conveyance under their common seal (duly stamped) to the Commissioners of their undertaking, or immediately on the payment of such purchase-money into the Bank of England, and upon the execution of a deed poll in the manner prescribed by "The Lands Clauses Consolidation Act, 1845," and after the fact of the execution of such conveyance or deed poll has been advertised in the London Gazette and two daily London newspapers, all the undertaking comprised in such conveyance, or (as the case may be) described in such deed poll, shall by virtue of this Act become absolutely vested in the Commissioners, for all such or the like estate or interest as the said Bridge Company, to whom the said undertaking belonged, were seised or possessed of, or entitled to therein, at the date of such conveyance or deed poll.

*B. Oliveira*, Esq. M. P.

10 May 1855.

After conveyance and advertisement, Bridges and powers of Companies vested in Commissioners.

Immediately upon the execution of such conveyance or deed poll, and after the advertisement thereof as aforesaid, it shall be lawful for the Commissioners to enter upon and take possession of the bridge, lands, and works so purchased, and all the rights, powers, authorities, and privileges conferred on the Bridge Company, whose undertaking shall have been so purchased, whether the same are conferred by the Acts recited in the schedule to this Act relating to that company, or by any other Acts, or by any royal letters patent, (save only so far as the same rights, powers, authorities, and privileges are inconsistent with the provisions and purposes of this Act, or by this Act expressly repealed or altered, or may be agreed to be excluded from such transfer) shall be extended to and vested in the Commissioners, and be exercised and put in force by them in the same manner as if they had throughout the said Acts respectively been named instead of the said Bridge Company.

Within 14 days after conveyance, Bridge to become toll free.

Upon the expiration of 14 days from the date of the execution of such conveyance, tolls shall cease to be taken on the bridge so purchased by the Commissioners.

Conveyance, &c., relating to purchased undertaking to operate in favour of and against Commissioners.

Immediately after the execution of such conveyance or deed poll, and the advertisement thereof as aforesaid, all contracts, engagements, agreements, conveyances, leases, covenants, indemnities, and liabilities (except such as shall be expressly excepted in the conveyance) made or entered into previously to the completion of such purchase with, to, or in favour of, or in behalf of the Bridge Company, whose undertaking shall have been purchased by the Commissioners, shall (subject to the provision of this Act) be and remain as good, valid, and effectual in favour and against, and in reference to the Commissioners, and may be proceeded on and enforced in the same manner by or against the Commissioners, to all intents and purposes, as if the Commissioners had been parties to and executed, or entered into the same, or had been named or referred to therein, instead of the said Bridge Company.

Action, &c., not to abate.

No action, suit, prosecution, or other proceeding whatsoever, commenced either by or against any of the said Bridge Companies previously to such purchase from them of their undertaking by the Commissioners as aforesaid, shall abate, or be discontinued, or prejudicially affected by the circumstance of such purchase having been made; but the same shall continue and take effect either in favour of or against the Commissioners, in the same manner, in all respects, as the same would have continued and taken effect in relation to the same Bridge Company, if such purchase had not been made; and also that all penalties by reason of any offence against the provisions of the Acts relating to the said Bridge Company previously to such purchase as aforesaid, shall and may be sued for, and all offences which may have been committed before such purchase against the provisions of such Acts, or any of them, may be prosecuted in such or the like manner, to all intents and purposes, as the same might have been sued for and prosecuted respectively, if such purchase had not been made; the Commissioners being, in reference to the matters in this enactment mentioned, in all respects, substituted for and in place of the Bridge Company whose undertaking they may have purchased.

### Mortgaging Powers.

Power to borrow money on mortgage.

It shall be lawful for the Commissioners from time to time to borrow at interest, for the purposes of this Act, any sum of money which may be necessary for the purchase of the undertakings of the Bridge Companies as hereinbefore authorised, on the credit of the rates to be raised under the authority of this Act, and for securing the repayment of the monies so to be borrowed with interest, the Commissioners may assign over the rates to be levied under the provisions of the Act as a security for the payment of the money so to be borrowed, together with interest for the same.

Form of mortgage.

All mortgages granted by the Commissioners may be made in the form and manner prescribed by "The Commissioners Clauses Act, 1845," or in such other form as the Commissioners and the party advancing such money may agree.

### Rates.

The Commissioners to fix amount of rate.

The Commissioners shall, and they are hereby authorised and required, once in each year, to estimate and fix the amount of money necessary to be levied for the purposes of this Act, including therein

The interest of any money borrowed on the security of the rate for the purchase of the Bridges as hereinbefore provided:

Any sum of money which the Commissioners shall think fit to appropriate each year as and for a sinking fund for paying off and discharging any principal monies so borrowed and secured:

The expense of the maintaining the Bridges purchased by the Commissioners, and of any needful improvements therein:

The salaries, wages, and other expenses of any engineers, surveyors, clerks, collectors, or other officers or servants employed by the Commissioners.

Limits of Act.

The limits of this Act shall be the cities and liberties of London and Westminster respectively, the borough of Southwark, and all the parishes, townships, precincts, and places in the counties of Middlesex and Surrey respectively.

The

Commissioners to ascertain districts benefited by Bridge purchased by them becoming toll free.

The Commissioners shall ascertain the district within the limits of this Act which will be benefited by the opening to the free use of the public of any of the Bridges authorised to be purchased by virtue of this Act, and the Commissioners may order rates to be levied within any such district, in manner hereinafter mentioned.

Proportion of general expenses to be charged on district.

The Commissioners may charge upon any such district such portion of the general expenses of the Commissioners as the Commissioners think reasonable.

Commissioners may order overseers to levy a rate

It shall be lawful for the said Commissioners to issue a warrant under their seal to the overseers of the poor of every parish, township, precinct, or place within the district which the Commissioners shall be deemed to be benefited by the discontinuance of the toll upon the Bridge purchased by them, by which warrant they shall command the said overseers, out of the money collected for the relief of the poor in such parish, township, precinct, or place, to pay the amount mentioned in the warrant for the purposes of this Act, or to levy such amount as a part of the rate for the relief of the poor in such parish, township, precinct, or place; and the overseers shall pay over the amount mentioned in the warrant to the treasurer of the said Commissioners, within 40 days from the delivery of such warrant to any one of the overseers: provided always, that the sum to be paid for the purposes of this Act shall not exceed in the whole, in any one year, the rate of 1 *d.* in the pound on the full and fair annual value of all property rateable for the relief of the poor within such parish, township, precinct, or place, such full and fair annual value to be computed according to the last valuation for the time being acted upon in assessing the county rate, where any county rate is assessed on such parish, township, precinct, or place, and the warrant shall specify the rate in the pound at which the sum mentioned therein should be computed.

not to exceed 1 *d.* in the pound in any one year, according to the valuation for county rate.

Who to be deemed overseers within this Act.

Where any persons other than the overseers of the poor, by virtue of any office or appointment, are authorised and required to make and collect, or cause to be collected, the rate for the relief of the poor in any parish, township, precinct or place within the district liable to be rated by order of the Commissioners, such persons, by whatsoever title they may be called, shall be deemed to be overseers of the poor within the meaning of this Act, and to be included under and denoted by the words "overseers of the poor," for all the purposes of this Act, as fully as if they were commonly called or known by the title of overseers of the poor.

Overseers shall collect the rate in the same manner as the poor rate.

The overseers of the poor, of every parish, township, precinct, or place within the district so liable to be rated by order of the Commissioners, to whom any such warrant as aforesaid shall be issued, shall pay the amount mentioned in the warrant out of any money in their hands collected for the relief of the poor; and if there be no such money in their hands, or an insufficient sum, they shall levy the amount required as a part of the rate for the relief of the poor, and shall for that purpose proceed in the same manner, and have the same powers, remedies, and privileges, as for levying money for the relief of the poor; and such overseers shall pay to the said treasurer the amount mentioned in the warrant, within the time specified for that purpose; and at the time of making any payment to the said treasurer, shall deliver to him a note in writing signed by them specifying the amount so paid, which note shall be kept by the said treasurer as a voucher for his receipt of that particular amount, and the receipt of the said treasurer specifying the amount paid to him by the overseers shall be a sufficient discharge to the overseers for such amount, and shall be allowed as such in passing their accounts with their respective parishes, townships, precincts, or places.

Receipt of the treasurer shall be a sufficient discharge.

Overseers, on non-payment of the rate, shall be distrained upon;

In case the amount ordered by such warrant as aforesaid to be paid by the overseers in any parish, township, precinct, or place in the district liable to be rated by order of the Commissioners, shall not be paid to the said treasurer within the time specified for that purpose in the warrant, it shall be lawful for any justice of the peace, upon complaint by the said treasurer, to issue his warrant for levying the amount, or so much thereof as may be in arrear, by distress and sale of the goods of any of the said overseers; and in case the goods of all the overseers shall not be sufficient to pay the same, the arrears thereof shall be added to the amount of the next levy, which shall be directed to be made in such parish, township, precinct or place, for the purposes of this Act, and shall be collected by the like methods.

And in default of distress, the arrears may be re-levied on the parish.

Power to Commissioners, &c., to inspect county rates.

Any Commissioner, or any person having an order for that purpose under the hands of two Commissioners, may inspect any county rate made or to be made for any county any part of which shall be situate within the district to which any order of the Commissioners may extend, and may also inspect any returns concerning all or any of the parishes, townships, precincts, and places, whether parochial or extra-parochial, in the said district, delivered or to be delivered in pursuance of any of the Acts relating to county rates, and may take copies or extracts from any such rates or returns without payment of any fee or reward; and if any person having the custody of any such rate or return shall wilfully neglect or refuse to permit any such Commissioner or other person to inspect the same, or to take copies or extracts from the same within two days after such order shall have been produced and shown to him, or a copy thereof left at his usual place of abode, he shall for every such offence, on summary conviction thereof before two justices of the peace, be liable to a penalty not exceeding Ten pounds.

Provision for assessing and levying rate in those places

And whereas it is expedient to provide for those precincts and places in the district to be rated by order of the Commissioners, in which no rate is made for the relief of the poor,

within the district where there is no poor rate.

or in which property may be deemed not to be rateable thereto; be it therefore enacted, that the respective inhabitants and occupiers of all messuages, lands, tenements, and hereditaments in any precinct or place, whether parochial, or extra-parochial, in any such district, although such messuages, lands, tenements, and hereditaments may not be rated to the relief of the poor, or may be deemed not to be rateable thereto, shall nevertheless be liable to contribute under this Act as if the property so inhabited or occupied were rateable and rated to the relief of the poor, and the said Commissioners may from time to time by warrant under their seal, appoint a proper person to be an assessor for the purpose of assessing the full and fair annual value of such property, and rating the same to a rate

Mode of making the assessment.

to be levied under this Act: provided always, that the sum so to be levied shall not exceed in the whole in any one year, the rate of 1 *d.* in the pound on the full and fair annual value of such property; and such assessor shall, within 40 days after the delivery to him of the warrant of his appointment, make, sign, and return to the said Commissioners an assessment of the precinct or place named in such warrant, and the assessment shall be fairly written in a book, and shall specify in different columns the names of the respective inhabitants or occupiers of all messuages, lands, tenements, and hereditaments, the full and fair annual value of the same, and the amount of rate charged on the inhabitants or occupiers thereof, and when the premises shall be unoccupied the full and fair annual value

Allowance to assessors.

thereof to let, and every such assessor shall be allowed for his trouble and expenses such remuneration as the said Commissioners shall direct, and the same shall be paid out of the amount of the rate which shall be collected after such assessment.

When assessment is made, notice thereof shall be given, and all persons included therein may inspect it, &c.

Where such assessment shall have been allowed by the said Commissioners, public notice of such assessment, and of the place where the same may be inspected, shall be given by fixing such notice on the door of the church or chapel, or some other conspicuous part of the precinct or place to which such assessment shall relate, on the Sunday next or next but one after the same shall have been allowed; and any person in whose custody such assessment may be shall permit every inhabitant or occupier of property included in such assessment to inspect the same, and to make any extracts therefrom, without payment of any fee

Penalty for refusing inspection.

or reward, and if such person shall wilfully neglect or refuse to permit any such inhabitant or occupier to inspect such assessment, or to make any extract therefrom, he shall for every such offence, on summary conviction thereof before two justices of the peace, be liable to a penalty not exceeding 5 *l.*

Collection of the rate charged in such assessment.

The said Commissioners shall from time to time nominate one or more person or persons for levying the amount of rate charged in every such assessment, who shall proceed in the same manner and shall have the same powers, remedies, and privileges, and shall be subject to the same regulations and penalties with reference to the levying of such rate, as if he or they were an overseer or overseers of the poor in a precinct or place rated to the relief of the poor, and shall pay over the amount of such rate to the treasurer of the said Commissioners, or in default thereof shall be proceeded against in the same manner as overseers are by this Act to be proceeded against for non-payment.

Appeal against assessment.

If any person who shall have paid the amount of rate charged upon him by the assessment made by an assessor appointed under this Act shall think himself aggrieved by such assessment, on the ground that such assessment includes any property for which he is not rateable under this Act, or that it assesses his rateable property beyond its full and fair annual value, or that any person or persons is or are omitted out of such assessment, or that the property of any person or persons is assessed below its full and fair annual value, the person so aggrieved may appeal to the next court of general or quarter sessions which shall be holden for the county, corporation or franchise, in which the cause of appeal shall have arisen, not less than 21 days after public notice of such assessment shall have been given as hereinbefore mentioned: Provided that the person so intending to appeal shall give to the Commissioners a notice, in writing, of such appeal, and of the cause and matter thereof, 10 clear days at the least before such sessions; and shall also within three days after his notice of appeal enter into a recognizance before some justice of the peace of the county, corporation, or franchise, with two sufficient sureties, conditioned to try such appeal at the said sessions, and to abide the order of the Court thereupon, and to pay such costs as shall be by the Court awarded; and in case such person shall appeal on the ground that any person or persons is or are omitted out of the assessment, or that the property of any person or persons is assessed below its full and fair annual value, the party so appealing shall not only give such notice of appeal to the said Commissioners, and enter into such recognizance as aforesaid, but shall also give a like notice of appeal to the person or persons so interested in the event of such appeal as aforesaid, and shall enter into a like recog-

The assessment may be altered to relieve the appellant, without altering any other part of it.

nizance within the times hereinbefore respectively mentioned, and the person or persons so interested shall, if he or they shall desire it, be heard upon the appeal, and the justices of the peace at such sessions, or some adjournment thereof, upon due proof of the notice having been given, and of the recognizance having been entered into as aforesaid, shall hear and determine the matter of the appeal in a summary manner, and shall make such order therein, with or without costs to either party, as the said justices shall think proper; and in case the said justices shall think the appellant entitled to relief, they shall order the assessment to be amended in such manner as may be necessary for giving him relief, and shall also order any money paid by him for which he was not liable to pay to be returned to him; and in case he shall have appealed on the ground that any person or persons is or are omitted out of the assessment, the said justices may order the name or names of such

person

person or persons to be inserted in the assessment, and to be therein rated at such amount as they shall deem just, and in case the appellant shall have appealed on the ground that the property of any person or persons is assessed below its full and fair annual value, the said justices may order the amount at which such person or persons is or are rated in the assessment, to be altered in such manner as they shall deem just; and the proper officer of the Court shall in each of the cases aforesaid forthwith amend the assessment accordingly; but the assessment shall not be quashed or altered with respect to any other persons named therein, and the determination of the justices at any such sessions or adjournment shall be final and conclusive.

### Accounts.

Accounts to be kept.

The Commissioners shall cause books to be provided and kept, and full and correct accounts to be entered therein of all rates and other monies received, levied, and recovered by the Commissioners, and of the application thereof, distinguishing the times and purposes when and for which monies were received and paid; and the ratepayers and every mortgagee under this Act may, at all reasonable times, inspect and take copies of or extracts from such books without fee or reward; and any clerk or other person having the custody of such books who shall not on any reasonable demand of any such ratepayer or mortgagee as aforesaid, permit him to inspect such books, or to take such copies or extracts as aforesaid, shall for every such offence, on summary conviction thereof before two justices of the peace, be liable to a penalty not exceeding five pounds, and the said Commissioners shall, in the month of January in each year, cause their accounts to be balanced up to the 31st day of December of the preceding year; and the Commissioners shall cause a full statement and account to be drawn out of the amount of all contracts entered into, and of all monies received and expended by virtue of this Act during such preceding year, under the several distinct heads of receipt and expenditure, and also of all arrears of rates and other monies then owing to the Commissioners, and of all mortgages and other debts then owing by the Commissioners; and the Commissioners shall give public notice, by advertisement inserted not less than twice in each of two daily morning newspapers circulating in London and Westminster, that such statement and account is prepared, and ready for the inspection of the ratepayers and mortgagees, and of the day fixed for auditing the accounts, and the Commissioners shall allow such statement and account to remain for inspection at their principal office; and every such ratepayer and mortgagee may, at all reasonable times before the day of audit, inspect such statement and account, and compare the same with the books and documents relating thereto in the possession of the Commissioners, on payment of a fee of 1 *s.* for such inspection.

Books may be inspected.

Penalty for refusing inspection.

Reducing Accounts.

Annual Statement.

Public Notice of Statement.

Statement, &c., to remain at the office for inspection.

## SCHEDULE.

Southwark Bridge:

51 Geo. 3, c. 166.
53 Geo. 3, c. 87.
56 Geo. 3, c. 11.
58 Geo. 3, c. 68.
1 Geo. 4, c. 49.
4 Geo. 4, c. 116.
5 Geo. 4, c. 155.

Waterloo Bridge:

53 Geo. 3, c. 184.
56 Geo. 3, c. 63.
58 Geo. 3, c. 28.

Charing Cross Suspension Bridge:

8 & 9 Vict. c. 62.
12 & 13 Vict. c. 51.
14 & 15 Vict. c. 144.

Vauxhall Bridge:

49 Geo. 3, c. 142.
52 Geo. 3, c. 147.
6 Geo. 4, c. 31.

Battersea Bridge.

Fulham and Putney Bridge:

12 Geo. 1, c.
1 Geo. 2, c.

Hammersmith Bridge:

5 Geo. 4, c. 112.
9 Geo. 4, c. 52.

Kew Bridge.

Richmond Bridge.

Walton Bridge.

Kingston-upon-Thames Bridge:

6 Geo. 4, c. 125.
11 Geo. 4, c. 65.

Hampton Court and Moulsey Bridge:

23 Geo. 3, c. 27.

Staines Bridge:

44 Geo. 3, c. 78.
9 Geo. 4, c. 100.
10 Geo. 4, c. 44.
4 & 5 Will. 4, c. 50.

Mr. *William Moseley*, called in; and Examined.

Mr. *W. Moseley.*

10 May 1855.

416. *Chairman.*] HAVE you considered the necessity of making new roads in the metropolis?—I have.

417. Have you prepared models and plans for the purpose of showing what, in your opinion, would be a great improvement and a great acquisition to the public?—I have.

418. Is this the model which you have prepared?—Yes.

419. And is that the plan?—Yes.

*Vide* Plans Nos. V. to No. VIII. at the end.

420. That plan shows two lines of railway, and the upper one a gallery for the general public who wish to walk; will you be kind enough to state where you commence with that, and where you terminate, and give, as fully as you can, your views to the Committee?—The object of the railway which I propose, is to relieve the great lines of traffic of Holborn on the one side, and the Strand on the other, and it takes an intermediate course, commencing on the east at the end of Cheapside, and having two terminations, it forms a fork at the western end; one end terminating at the Circus, in Oxford-street, and the other at the bottom of the Quadrant, in Piccadilly; the object being to take the great stream of traffic coming down Oxford-street on the one, and that which comes down Piccadilly on the other, and bring them over and under all the existing thoroughfares to the end of Cheapside. I propose that it shall specially apply itself to those who would walk otherwise, or who would ride in omnibuses or cabs, and who would therefore wish to get in the safest or at the quickest rate from the one point to the other; and though it has no communication with any other line of railroad, I think it would offer sufficient public advantages to be complete in itself. A question has been put, whether it should be connected with any other line of railroad; but I am myself of opinion that it is of itself complete, and I think the calculations which have been made as to the traffic will show that it is complete in itself as a paying undertaking, and will sufficiently relieve the population of London passing by the Strand or Holborn. Some streets have been proposed partly in this very line; but I believe that if a street were constructed, instead of the railway and superway which I intend, it would not give the relief required, because, as it would be shorter by a furlong to the end of Oxford-street, it would have the effect of diverting at once both streams of traffic into one line. But I believe I avoid that entirely, by selecting from the streets the class that I have before named, and by taking them independently of the thoroughfares and streets. Those who walk I conceive require a safe and dry mode of transit; those who ride require a quick mode of transit; as it is, by an omnibus 20 minutes would be consumed going from one point to the other, and by railroad five minutes only would be consumed. I generally believe that I offer a mass of people such facilities for which they would be willing to pay that a sufficient sum will be realised to pay for the whole undertaking.

421. Your view is, that a new street, made from the west end of Cheapside, at the corner of Paternoster-row, up into Coventry-street, being straighter, would only divert the whole of the carriage traffic which now goes up Holborn and along the Strand, and would thereby become as crowded a mode of communication as at present?—Yes.

422. In order to apply the real remedy, you think if you can abstract so much of the public as now travel in the omnibuses, and carry them along your line of railway, you will relieve the pressure within those two streets to a very considerable extent?—Precisely.

423. What is the length?—A mile and seven furlongs.

424. Including both forks?—No, that is half a mile more. The main line is a mile and seven furlongs, and the branch to Piccadilly (or the Quadrant) is half a mile in addition.

425. What is the width of the superway?—The width of the superway is 30 feet, and the railway is the same below, except the platform on each side, which is in addition.

*Vide* Plan No. VI. at the end.

426. Do you contemplate any buildings and glass covers for passengers to walk along?—I propose that the whole of the façade should be similar to the one shown; that there should be shops on each side, wherever I take an excess of ground beyond what is necessary for the 30 feet, and which would occur nearly

nearly in all cases. In some cases the plot that I take would give me a great deal of depth, sufficiently large for an hotel, a model lodging-house, or public building. In other cases I should take the least quantity of ground necessary. This model takes rather an unfavourable view, because at some time or other this small street has been pushed between these blocks of houses, and therefore there are a great many streets intercepting it.

427. Have you ever prepared a ground plan to accompany that model?—Not to the same scale, except that which forms the base of the plan itself; it would be clear that wherever this occurs, that the Crystal Way crosses a street at a right angle, I should only require, as I only really want, 35 feet in width. There is a house of the width of little more than 30 feet on each side of the street; in other cases, of course, I cut into a larger quantity of frontage many of these blocks of buildings in London, although they look very valuable at the outside, when you get behind, you find a great deal of vacant ground, and the Crystal Way would have the effect of stamping a value upon the back ground which it does not possess at present.

428. Assuming that this plan was taken by a joint-stock company, would that company, in your opinion, prohibit parties who have back land from having a frontage to your superway?—My present calculation has been to purchase the whole.

429. Mr. *Heyworth.*] How would you effect a passage through your viaduct where you cross streets?—The surface of the railroad would be 12 feet below the street, and the Crystal Way would be 25 feet above it. I wish to mention especially that I in no case interfere with the level of any street; I do not find it necessary in any case to affect the level of any street by passing transversely; I do not divert the traffic in any existing road throughout the whole course.

430. *Chairman.*] Do you cross streets on a level?—No street is crossed on a level.

431. Mr. *Heyworth.*] Passing along the street, would you go over the railway and under the viaduct?—You would go over the railway and under the viaduct on the existing levels; the only exception to going under the streets is in Farringdon-street; the railroad and gallery both going over it.

432. *Chairman.*] Have you a section of the district that you propose to go through?—Yes; there is a general fall from the Crescent in Oxford-street to Farringdon-street of 67 feet, and a rise from there to St. Paul's Churchyard of about 34 feet; that inclination gives me an opportunity of diverting the sewers to a general collecting sewer on the north side of my line, because the great Fleet sewer runs down the centre of Farringdon-street. I placed myself, at the commencement, in communication with the officers of sewers, and I found that it was rather desirable to their sewage that the diversion of it should be made which I propose.

433. Do you, in cutting your railway, interfere with the sewage at all of that part of the district through which you pass?—I interfere with it only in a very beneficial point of view.

434. In a manner that would be satisfactory to the Commissioners of Sewers?—Yes, perfectly so.

435. There would be no sound objection upon that account?—No, not with regard to sewage, or on account of water or gas pipes.

436. After having gone into your several calculations of the cost of the property and the construction of the work, you consider that the re-sale of the property and the letting of that not sold would be a good return?—Yes, connected with the revenue from the railway.

437. Would you propose to charge the public anything for the access to the superway?—Yes, a penny each.

438. A toll would be required for that purpose?—A toll would be required for that purpose.

439. You do not propose admitting vehicles?—No.

440. What height is the superway above the road?—Twenty-five feet, and the width 30 feet, and the height of the superway itself will be 47 feet.

441. Mr. *Oliveira.*] How do you propose that passengers should get access to the superway?—By staircases.

442. *Chairman.*] All the great leading thoroughfares, north and south, would have easy access to the superway?—Yes.

443. And the same to the railway?—Yes.

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444. Do you propose working the railway by atmospheric power?—Yes; it would take five minutes for trains to pass from one end to the other; and if they started simultaneously from each end, they would do the distance in the same time.

445. Have you ever considered whether the termination of your road in a crowded district, such as the west end of Cheapside, would be a public inconvenience?—I think that is avoided, because, although I calculate to take 50,000 people a day, 25,000 each way, on the railroad, yet the trains will be so frequent that I have only to carry 139 each train.

446. Have you made any estimate from actual observation of the amount of traffic that now passes the west end of Cheapside?—I have.

447. Will you be kind enough to state it to the Committee?—From returns from omnibus proprietors, and observations made by persons stationed for the purpose, we find that from the upper part of Oxford-street to the Circus in Regent-street, there pass from 25,000 to 28,000 passengers per day by omnibuses; and from the lower part of Oxford-street, Holborn, and that part lying north of the lower part of Oxford-street, Camden Town for instance, to the Bank, there would be from 22,000 to 25,000 per day. Then by way of Piccadilly to the Bank, by omnibus, there are found to be from 27,000 to 30,000 per day; and those who would be taken from other parts of London by steamboats, from Hungerford Bridge to the City, I calculate at about from 10,000 to 15,000 per day, making, therefore, a total of 34,000 to 38,000 per day. Therefore I consider it rather a moderate calculation to take 25,000 of those each way as passing by the railroad.

448. Is the calculation of 84,000 to 98,000 each way, or both ways?—It is inclusive of the passing backwards and forwards.

449. Taking the gross in round numbers at 100,000, you calculate on taking 50 per cent of that?—Yes; and then I calculate those who walk, who would prefer to use the Crystal Way, or the gallery, to go from those two points, or to intermediate distances, or for the purposes of trade or recreation, to be 22,000 per day to and fro is a moderate calculation. Upon those amounts I base my calculations.

450. You have no doubt in your own mind as to the railway paying a fair per centage upon any expenditure required for its construction?—None whatever.

451. Have you any objection to state to the Committee what is your estimate for the cost of the whole?—The quantity of land in acres that I require to take is at an average width of 60 feet; in many cases I should only take 30 feet; the passing of the railway over and under streets alone, for which nothing would have to be paid, gives me a surface of 8,615 square yards; and the total quantity of land, independently of that, would be 17 acres 3 roods 20 poles, which, estimated at 13*l.* 2*s.* 2¼*d.* per square yard, gives me 63,476*l.* per acre. And when I call the attention of the Committee to the very inferior property through which this line goes, for unless people were to walk through it, with a view to judge of the value of the kind of property, they would scarcely believe that in the heart of London it could exist; it is the very sink of vice, filth, dirt, and misery. Therefore in a sanitary point of view I think the opening of this thoroughfare would be of vast importance. I go through the heart of St. Giles's and the whole of that wretched part between the end of Long Acre and Chancery-lane.

452. Have you estimated the cost?—The whole cost is 1,349,000*l.* for the purchase of the site. I find that the number of houses that would be taken down in the main line amounts to 427; of that 427, 79 are of the most inferior description; they are private houses of the most inferior description; I calculate those at 600*l.* each, which gives me 47,400*l.* There remains then 348; of them 60 are private dwellings of a little better class, these I take at 1,200*l.* each, which gives me 72,000*l.* I have then 288; five of them, though of some kind of trade, are not entitled to compensation; I take them also at 1,200*l.* each; and the remaining 383 are of trades of different kinds, and they all require compensation. I divide them into three classes: the first class contains 47, at 1,200*l.* each, making 56,400*l.*; the next class contains 194, at 2,000*l.* each, that is 388,000*l.*; and the third class, which consists of 42, I have taken at 3,500*l.* which makes 147,000*l.*, making a total of 716,800*l.*; to which I add 100,000*l.* for back premises, and five per cent. on 40,840*l.* for contingencies, and 20,000*l.* for some little alteration to public buildings.

453. What

453. What is the total estimate that you have made for the cost of the entire construction?—The cost of the construction of the railway is 735,367 *l.* With regard to that, it is necessary to remark that I have calculated that those houses coloured pink, forming the lines of the superway and the railroad, will be let at ground rents, and therefore the houses will be built by the persons who take them according to certain prescribed elevations, and therefore my 780,000 *l.* refers only to the construction of the roof and the decorations of the superway and railroad. I calculate my ground rents to re-let at 3 *l.* a foot.

454. What is the total cost of the whole undertaking?—In round numbers, I set it down at 2,000,000 *l.*

455. And from the estimate you have made, based upon the traffic which existed at the time you made that estimate, and assuming that you would take 50 per cent. of that traffic upon your railway and superway, you are satisfied, in a commercial point of view, that it will pay?—Perfectly.

456. Mr. *Heyworth.*] What is the fare upon the railway, from end to end?—It was in 1851 that I made these calculations; and therefore, as they were then based upon the charges by omnibuses, they would now bear to be increased. I have stations commencing at Oxford-street, at Wardour-street, Great St. Andrew's-street, near Lincoln's-Inn Fields, at Chancery-lane, at Farringdon-street, and at the Old Bailey; from Oxford-street to Wardour-street, and also (by the branch) to Great St. Andrew-street, I charge, by the first class, 3 *d.*, by the second class, 1 *d.*; to Lincoln's-Inn Fields, Oxford-street, Chancery-lane, and Farringdon-street, I charge 3 *d.* for the first class, and 2 *d.* for the second class; and from Oxford-street to the Old Bailey and the City Terminus I charge 4 *d.* by the first class, and 3 *d.* by the second class.

*Vide* Plan No. V. at the end.

457. Lord *A. Hervey.*] Do you calculate on going the whole distance in five minutes, including stoppages?—It is proposed to take the whole distance without stopping. To take up passengers at the stations, it is proposed that the carriage which had been left by the train as it passed in the other direction (for the trains would be formed like the links of a chain), working on a sort of supplemental tube, should be liberated by the weight of the co-running train passing over a weighbridge, or by some other contrivance, in sufficient time, so as to get to its velocity before the other part of the train comes up. I have no doubt whatever, but that some arrangement of that kind could be made.

458. How frequently would the trains start one after another?—Every five minutes.

459. Mr. *Pilkington.*] Do you propose to work it upon the same principle as that which was adopted on the Blackwall Railway formerly?—Yes; partly upon the same principle as was adopted on the Blackwall Railway formerly. The whole of the railway here would be covered over, and would be very much like a continuous engine-room from one end to the other.

460. Mr. *Williams.*] Your calculation of a person making a journey from Cheapside to the Circus in five minutes would include stoppages?—There would be no stoppages; carriages would be dropped and taken up.

461. Mr. *Heyworth.*] You stated that the walking passengers would each of them pay 1 *d.*; would that suffice for the whole distance?—Yes; that 1 *d.* would suffice for the whole distance.

462. At any intermediate access 1 *d.* would be charged?—Yes; that is the present view.

463. Mr. *Oliveira.*] How long would this railway take in construction?—It would not be very long in construction, but it might be constructed so far as that the public might be able to use it in a short time, although the whole of the houses might not be built. That would be secured by the company's taking funds to construct the superway itself.

464. Viscount *Ebrington.*] You avoid the cross streets as much as possible, do you not?—Yes; I hardly, in any case, interfere with existing frontages.

465. Mr. *Heyworth.*] How do you propose to light the railway?—The railway would be lighted in the first place wherever it passed a street, by an open space equal to 30 feet by 25 feet.

466. How would the passengers or the traffic be able to cross in that case if there was an open space?—There would be an open space under the bridge itself, under the Crystal Way, but still open to the air. Besides that, there would be openings for light, for the railroad is 12 feet below the street. The Crystal Way is 25 feet above it, so that for a height of 25 feet there would be

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a space that might be lighted transversely, and the light would not go into the superway, but into the railroad below. By means of reflectors light enough might be obtained, but there is no reason why the whole of the upper part of the houses might not be entirely supported by columns, if necessary.

467. Mr. *Pilkington.*] What extent of shop-frontage would you have in the Crystal Way?—Nine thousand six hundred and eighty-five feet of frontage.

468. Is that in the whole distance on both sides?—No, on one side only. I deduct for want of frontage, as shown on the plan, 1,770 feet; then I have frontages available for building, 17,600 feet, which I have taken at the very low rent of 3 *l.* per foot, which gives me 52,800 *l.*

469. Are these shops included in the estimate which you have just give?—Yes, they are included in the estimate which I have just given.

470. According to the plan, the sides of the way are glass; you have described the district which you propose to go through as being of a very inferior description; would not you consider it proper and prudent, rather to shut out those objects from the eyes of the passengers above?—The sides of the houses towards the Crystal Way are of glass, but that only really forms the windows of the houses which are to be built by the sides, leaving the Crystal Way between them, and they would therefore screen any objects which might be considered objectionable.

471. Would it not rather deteriorate from its being a popular walk, that it should have those objects in view from the bridges?—It might be objectionable in some cases; I have only left it open at the upper part.

472. *Chairman.*] Do you consider that the abstraction of so much of the traffic of the public roads running parallel with your superway would effect a considerable saving to the different parishes?—Yes.

473. On that ground, do you think they ought to step forward and assist in the completion of the project?—I do.

474. Would you consider it unfair to the different parishes that they should have to submit to a local rate for the purpose?—I think it would be perfectly fair that they should do so, on the ground of the diversion of the traffic and the saving of the pavement rate.

475. Viscount *Duncan.*] Would not the placing of the intermediate stations upon the line increase the traffic in those districts?—It would increase the traffic of foot passengers; but the relief would be to the wheel traffic; this would remove the carriages from the pavement.

[*The following Paper was delivered in:*]

PROPOSAL for guarantee to carry out this great public improvement, without cost to the Government (Board of Public Works, &c.). It is proposed that a Company should be formed, subscribing a capital of 2,000,000 in 40,000 shares of 50 *l.* each. It is suggested that interest thereon at three per cent. should be guaranteed by the Board of Public Works, and a sinking fund of two per cent. set apart for the redemption of the capital, which would occur in 31 years, when the Crystal Way and Railroad would become national property and free. The guarantee of three per cent. upon 2,000,000 *l.* would be 60,000 *l.* per annum, and completely covered at follows:

First. By the freehold property purchased by the shareholders' capital, at an estimated cost of about 1,200,000 *l.*, which property is to be considered as belonging to the Board of Public Works (or Commissioners of Woods and Forests), producing from 45,000 *l.* to 60,000 *l.* per annum in ground rents, less a deduction of 5,000 *l.* per annum to be given to the promoters, and an equivalent for the same in the freehold property at the expiration of the 31 years.

Secondly. The Crystal Way and Railroad, upon the construction of which the greater portion of the remaining capital, say 600,000 *l.* will be expended, will stand charged with the payment of the said guaranteed interest of three per cent.

Thirdly. The guaranteed interest of three per cent., viz., 60,000 *l.* per annum, will be paid out of the traffic returns of the Crystal Way and Railroad, as a preferential or first charge after the working expenses are paid, and at a low estimate these traffic returns will show a revenue of 260,000 *l.* per annum.

The sinking fund of two per cent. will next be deducted, viz., 40,000 *l.* from the traffic revenue, and taking the working expenses at 40,000 *l.*, it will leave the surplus 120,000 *l.* to be divided as dividend of 6 *l.* per cent. amongst the shareholders, in addition to the guaranteed interest of three per cent., making a total dividend of nine per cent. upon the shares at the commencement, and increasing as the sinking fund operates.

The ground rents, &c. from the freehold property would belong to the Board of Public Works, in return for their guarantee and execution of the works in clearing the ground, and thus become national property and revenue, less the payment of 5,000 *l.* per annum to the promoters.

By

Mr. *W. Moseley.*

10 May 1855.

By such an arrangement the security for the Government guarantee should be undoubted. It is proposed that the freehold property should be vested in the names of three trustees (two of whom are to be nominated by the shareholders, and the third to be appointed by the Board of Public Works), until the capital is paid off in 31 years by the operation of the sinking fund, when it will wholly be transferred to the Commissioners of Public Works, in order that it may be thrown open to the public as the Commissioners shall best determine.

It is estimated that the freehold property will at that period be so improved by the traffic brought into its neighbourhood, that it will be worth full 2,000,000 *l.*

The Board of Public Works are to clear the ground for the Company, who will supply the purchase-money, estimated at 1,200,000 *l.*; but under Government superintendence, this amount would be probably much reduced.

And whereas it is intended by the Board of Public Works to lay out large sums of money (say 500,000 *l.* or 600,000 *l.*) in the construction of a street or streets running in the same direction and to obviate the same evils, though not on so large or complete a scale as the Crystal Way and Railroad, which will not only create a means for carrying a large amount of passengers, but also lessen considerably the number of vehicles thronging the present thoroughfares, from which contemplated outlay the Government would derive but little return; by adopting so important and highly advantageous a plan as that now laid before the Board of Public Works, not only would a large public outlay be saved, but a large freehold property and the revenue derived therefrom would be immediately obtained on the opening of the railroad, whilst an important thoroughfare, to become in a short period free and public property, would be created, and the metropolis enriched by a noble and national work of art.

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*Jovis, 17° die Maii,* 1855.

MEMBERS PRESENT:

| | |
|---|---|
| Mr. William Jackson. | Mr. Heyworth. |
| Sir James Duke. | Mr. Oliveira. |
| Mr. Pilkington. | Mr. William Williams. |
| Mr. Biggs. | Lord Alfred Hervey. |
| Viscount Ebrington. | |

WILLIAM JACKSON, Esq., IN THE CHAIR.

Sir *John Key*, Bart., called in; and Examined.

Sir *J. Key*, Bart.

17 May 1855.

476. YOU are Chamberlain of the City of London?—I am.

477. You are in receipt, in that capacity, of the portion of the coal duties which the City receives?—I am.

478. Can you furnish the Committee with the particulars of the amount produced by the coal duty, which has been received by the City for the last three years?—I have brought the accounts with me of the proceeds for the last three years of the eightpenny, the fourpenny, and the penny tax.

[*The same were delivered in, and are as follows:*]

THE Amount Annually Received for the last Three Years in respect of the COAL DUTY of Eightpence per Ton.

| | Gross Duty, at 8 *d.* per Ton. | Drawback Allowed. | Net Duty, after allowing Drawback. |
|---|---|---|---|
| | £. *s.* *d.* | £. *s.* *d.* | £. *s.* *d.* |
| From 5 January 1852 to 5 January 1853 | 123,657 3 11 | 10,098 – 8 | 113,559 3 3 |
| „ 5 January 1853 to 5 January 1854 | 133,409 10 – | 10,505 14 8 | 122,903 15 4 |
| „ 5 January 1854 to 5 January 1855 | 143,177 – 8 | 12,045 7 4 | 131,131 13 4 |

*Note.*—The duty of 8 *d.* per ton is applied in effecting public improvements out of the City, authorised by several Acts of Parliament.

Sir *J. Key*, Bart.

17 May 1855.

THE Amount Annually Received for the last Three Years in respect of the COAL DUTY of 4 *d.* per Ton.

| | Gross Duty, at 4 *d.* per Ton. | Drawback Allowed. | Net Duty, after allowing Drawback. |
|---|---|---|---|
| | £. s. d. | £. s. d. | £. s. d. |
| For the Year ending 31 December 1852 | 62,640 10 4 | 5,049 – 4 | 57,591 10 – |
| „ „ 31 December 1853 | 66,083 3 – | 5,252 17 4 | 60,830 5 8 |
| „ „ 31 December 1854 | 71,670 3 – | 6,022 13 8 | 65,647 9 4 |

*Note.*—The duty of 4 *d.* per ton, being the property of the Corporation of London, is carried to the credit of the City's cash, subject to such application as they may from time to time direct.

THE Amount Annually Received for the last Three Years in respect of the COAL DUTY of 1 *d.* per Ton.

| | Gross Duty, at 1 *d.* per Ton. | Drawback Allowed. | Net Duty, after allowing Drawback. |
|---|---|---|---|
| | £. s. d. | £. s. d. | £. s. d. |
| For the Year ending 31 December 1852 | 15,660 2 7 | 1,262 5 1 | 14,397 17 6 |
| „ „ 31 December 1853 | 16,520 15 9 | 1,313 4 4 | 15,207 11 5 |
| „ „ 31 December 1854 | 17,917 10 9 | 1,505 13 5 | 16,411 17 4 |

*Note.*—The duty of 1 *d.* per ton is paid to Her Majesty's Commissioners of Works, &c., to be applied by them in effecting public improvements in the metropolis, authorised by several Acts of Parliament.

Chamber of London, 16 May 1855.

*John Key*, Chamberlain.

479. You have delivered in three statements; the first is the amount annually received for the last three years, from the coal duty of 8*d.* per ton; to what is that applied?—The whole of that is now paid quarterly to the Woods and Forests, and applied entirely to improvements out of the City.

480. Within the metropolis?—Within the metropolis.

481. That excludes the City improvement?—Yes.

482. Will you state to what purpose the 4 *d.* per ton is applied?—The 4 *d.* duty, as the property of the City, is applied to improvements within the City.

483. Will you be kind enough to state to what purpose the penny duty is applied?—That is paid in to the Woods and Forests, and applied to the same purposes as the 8 *d.* duty.

484. You have three distinct rates, of 8 *d.*, 4 *d.*, and 1 *d.*, making in the aggregate 1 *s.* 1 *d.*, of which the 8 *d.* and the 1 *d.* rates are paid in to the Woods and Forests, and applied to improvements within the metropolis?—With respect to the 8 *d.* and the 1 *d.*, the money is paid in to the Woods and Forests every quarter, and applied to improvements out of the City.

485. Mr. *Pilkington.*] How does the distinction arise; why is not the tax levied as 9 *d.* and 4 *d.*, in lieu of 8 *d.*, 4 *d.*, and 1 *d.*?—The fourpenny tax has been from time immemorial a prescriptive right of the City, confirmed by charter

charter and recognised by Act of Parliament. The 8 *d.* and 1 *d.* have been granted by Parliament, and expire in the year 1862. Sir *J. Key*, Bart.

486. These two taxes expire at the the same time, do they?—In the year 1862. 17 May 1855.

487. Why are not the two sums levied as a ninepenny tax?—I am under the impression they are granted under different Acts of Parliament, and for different purposes.

*Thomas Henry Hall*, Esq., called in; and Examined.

488. *Chairman.*] YOU are Chairman of the Improvement Committee of the City of London?—I am. *T. H. Hall*, Esq.

489. You are, no doubt, well acquainted with the expenditure in connexion with that department?—For something like 27 years I have been in connexion with the Corporation.

490. Will you be kind enough to state to the Committee, if it is within your knowledge, to what purpose the three separate coal duties have been applied?—The eightpenny duty was really a continuation of an old duty which had been granted for the purpose of improvements in London, and to pay the Orphans' Fund, by Act of Parliament; it was continued as the London Bridge Approaches Fund; and when passed, gave power to raise one million of money upon that 8 *d.* The purposes of the three duties were perfectly distinct.

491. Is the Committee to understand that the continuation of the tax was authorised by Parliament for the purpose of making the bridge approaches and building a bridge over the Thames?—No; the bridge approaches only.

492. Out of what fund was London Bridge built?—Grants from Parliament, that I cannot speak to, because I have them not in my mind, aided by a fund which had been saved by the Bridge-house Estate, and by a further charge for, I think, 40 years, of 21,000 *l.* a year upon that estate, which will be paid in about 18 years.

493. Was no portion of the coal-tax applied to the construction of London Bridge?—I think not.

494. But it was applied to the construction of the approaches?—It was.

495. Can you state what was the expenditure connected with those approaches?—They were carried out under various Acts, enabling the Committee to realise upon one portion of the property before they commenced upon another, or the means would not have been sufficient; they would have been left with a large deficiency of means before they could sell the original property; I think they were carried out under successive Acts; they commenced at the Town-hall in the Borough, and ended at Moorgate-street, by London-wall.

496. As far as your memory goes will you state what was the aggregate cost?—As far as I can recollect, about 1,800,000 *l.* was the cost of the property in that line, leaving a total loss of a million.

497. Did the sale of the property produce as much as left a charge upon the coal-tax of about a million sterling?—Yes; which has all been paid off.

498. If the Committee understand you rightly, the gross expenditure on the approaches, on both sides of London Bridge, amounted to about 1,800,000 *l.*?—Yes.

499. The property, when resold, produced about 800,000 *l.*, leaving a charge upon the coal-tax of about a million of money?—Yes. Speaking with great diffidence, not having the papers before me, and not having positively fixed my mind upon it, I think I am nearly accurate in the amounts which I have given.

500. The Committee is to understand you that the whole of that million to the borrowers has been defrayed out of the subsequent proceeds of the coal-tax?—Entirely defrayed, and large charges placed upon it since, which will be paid off by the year 1862; no permanent tax will then be left anywhere, all being defrayed out of the fund. Six or seven hundred thousand pounds have been raised upon it for the Metropolitan Board of Works; 200,000 *l.* and odd have been raised upon it to make large improvements round the Royal Exchange, when the fire took place. I think some other charges have also been placed upon it, including 88,000 *l.* for that which the Commissioners in Clerken-

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well had not money to carry out; all these will expire in 1862, leaving no permanent charge on the 8*d.* duty.

501. All the inhabitants within a radius of 20 miles from the Royal Exchange or the Post Office, have been subjected to a tax for the purpose of defraying the cost of these improvements which you have described?—I must admit the fact; it is open to many remarks, as to the expediency of the tax, and how little it has been felt.

502. You are, no doubt, aware of the cost of the improvements in New Cannon-street; will you be kind enough to state to the Committee what, in your opinion, the gross expenditure incurred will amount to?—From my knowledge of it, I expect the cost will be about 800,000*l.* or 900,000*l.*, including all expenses.

503. Without in any way asking you by your answer to open to the public what may be the Corporation's views of the value of their property not sold, will you be kind enough to state to the Committee what, in your opinion, will be the gross receipts from the property after all has been disposed of?—The street has been eminently successful; assuming that the future sale of the property will be at the same rate, I think the cost will be less than my former experience of any improvements.

504. How far will the per-centage of difference between the cost and the returns on the property sold differ from the results of the previous expenditure connected with the approaches which you have described?—It depends upon the circumstances which I have spoken of. I hope the result will not be much above 50 per cent.

505. You do not think the result, under any circumstances, will exceed the result which arose from the approaches to the bridge?—I think not; there are circumstances which have favoured it.

506. The Committee may understand from you that, from your experience, you have come to the conclusion that the improvements within the City may be estimated as producing a loss not exceeding 60 per cent.?—According to the position of the improvements, it will vary from 50 to 70 per cent.

507. The mean being 60 per cent.?—Just so; my experience is only partial at present, being confined to the City, but I hope it will be confirmed by another improvement, which the Corporation have undertaken out of the City, the Commissioners who formerly undertook the work not having funds to carry it out; I mean the Victoria-street improvement, Clerkenwell; it cuts through a very bad property; the Corporation estimate the total loss at a small amount for so great an improvement. By the opening of that street you will have a complete line of traffic from Blackfriars Bridge to Battle Bridge by an avenue, which will be perfect as contrasted with the present inconvenient roads from the same spot. I think the public will esteem the improvements, and then I hope, low as the estimate of the Corporation was as to the first cost, it will be borne out; but it is dependent entirely upon the amount the property may bring.

508. That communication, when complete, will open a direct communication between the north side of the metropolis and the south side?—It will be a very central street from Holborn Bridge to Coppice-row, where it falls into the old roads.

509. It has been stated by various witnesses, not only before this Committee, but before the Committee which sat last year, upon the question of the bridges, that an opening, running due north and south, with a new bridge on the east side of St. Paul's, would be a valuable acquisition; what is your opinion upon that subject?—I have heard that suggestion; my own opinion has not been the same as that of many whom I have spoken to; the road comes out near the "Angel," therefore it would be a road to divide the traffic with an already good road, the City-road; and I am not sure that there would be an advantage equal to the expenditure, seeing that money is required for so many other improvements.

510. Without reference to the cost, do you think if a bridge were thrown across the Thames at that point, it would be a great relief to several portions of the City, namely, Ludgate-hill upon one side, and Cheapside and Cannon-street upon the other?—There is scarcely a spot where a bridge crossing the River, with adequate approaches, would not be an advantage to the traffic of London, so large as it is; but if you ask me the question with reference to other approaches, or other avenues, I would say that the cost would be enormously

mously large, and that there are other convenient approaches which would cost much less, and which would be more beneficial in the result.

511. Opening a communication from the Angel at Islington on the north to the Elephant and Castle on the south, would, in your opinion, be a public benefit, and give relief to the present thoroughfares of the metropolis, would not it?—It must be a relief, to a considerable extent. It is impossible to deny that; but every case must be looked at in a comparative aspect.

512. Are you of opinion, that very great benefit would arise if a communication were opened from the Angel to the Elephant and Castle, crossing the river by a new bridge near St. Paul's?—I must qualify it: not very great.

513. In your opinion, it admits of comparison with other improvements which would be greater?—Yes.

514. What is the spot which, in your opinion, would give greater facility for the erection of a bridge to remove the inconvenience which now exists?—That question draws my attention immediately to the bridge now built over the river, occupying space which was originally fixed upon for the purpose of being useful to the public, rights having been given to the parties to take property compulsorily for the purpose of building that bridge. That bridge, however, so built, the public do not estimate sufficiently to give to the parties a return, it being useless to the public and unprofitable to the parties owning it.

515. Which bridge do you allude to?—The iron, Southwark Bridge.

516. Do not you think the position of it is the reason why the public do not avail themselves of it?—If it were free to-morrow it would, in my opinion, afford a large amount of relief to London Bridge. It is extraordinary how persons will go round to avoid a toll.

517. Do you consider that the approaches from Cheapside are sufficiently wide to enable any great increase of traffic to pass over Southwark Bridge?—That objection would have applied when the bridge was built. It does not apply now, because there is a larger avenue open than Cheapside, going east and west, so that the public have but half the distance to come from the bridge to it; the short piece of road is never blocked up, and they would be immediately in the wide street of Cannon-street, turning off to the east and all the east end of the town, and to the west and all the west end of the town, and only those going to local spots in the north would go up into Cheapside.

518. Speaking of a freer communication between Islington upon one side and the Elephant and Castle upon the other, do you think that would be a route which the public would prefer in comparison to a bridge in a direct course, such as has been spoken of?—I think London Bridge would be so much relieved by it that it would not be the obstruction that it is now.

519. Do you think that a bridge which would give a direct communication between the Angel at Islington and the Elephant and Castle in the Borough, would not be preferred to Southwark Bridge, whereby parties would have to go along Cannon-street and up a steep incline to get to the summit of that bridge, and must then take a considerable detour before they could arrive at the Elephant and Castle?—If it is a mere question as to whether it would not be an improvement to have a new bridge, I have no hesitation in saying that it would be an improvement to have the bridge which you have mentioned, subject, as I always say, to the question whether the advantages might not be gained at a much less cost.

520. Mr. *Heyworth.*] Setting aside the cost, do you conceive that that new bridge which has been spoken of, east of St. Paul's, would be the best means of opening up the largest amount of traffic between north and south?—With adequate approaches on the south side as well as on the north, it would possess considerable advantages. If properly done, and with a large expenditure upon it, there is no doubt it would be a commanding bridge.

521. *Chairman.*] Looking at it in that light, and seeing that a Committee of this House, in the last Session, recommended that as a site for a new bridge, do you think the Corporation of London have met the views of Parliament by suffering property which has subsequently been vacant to be leased, and large and expensive buildings put upon it, which would lead to still greater expenditure in the case of Parliament deciding that a bridge should be made there?—I am only giving my own opinions. I am not authorised by the

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Corporation to express any corporate opinion. There is great difficulty about the question. The Corporation have undertaken a very large improvement, and have raised the money for the purpose of making it. Temporary bonds have been borrowed for the purpose of carrying that improvement out. The property so taken, at a very enormous expense, is the only return to the Corporation, and the only chance of relieving the Corporation of those bonds which have been so borrowed. Whether this improvement may take place in a few years, or whether, like many others I have seen recommended, it may be postponed 20 or 30 years, I have no hesitation in saying that the money earned by the ground will be more than adequate to the cost of the repurchase. I have known that in places where houses have been obliged to be pulled down and rebuilt; but when much larger improvements have been contemplated, those houses had again to be removed. The fact is, you would have imperfect streets all over London, if the views, or feelings, or desires of persons to have other large improvements carried out were to stop entirely the carrying out or perfecting any work.

522. Sir *J. Duke.*] Do you know that the Corporation of London have purchased the old Fleet Prison, at a large expense, many years ago, and have kept it unemployed in the hope of its being useful for the purpose of public improvements?—I know that the Corporation have done so in many instances. I know as an individual I have acted in that way. If I thought there was a probable chance of an improvement taking place, I have always endeavoured to estimate which would be the best course, to leave it vacant for the present or to fill it up for a period till that improvement took place, invariably looking to the public good.

523. *Chairman.*] Are you aware that a scheme has received the sanction of Parliament for the purpose of constructing a subterraneous line of road, which will connect the Great Western, the London and North-Western, and the Great Northern Railways with the Post-office?—I am.

524. Evidence has been given before this Committee that it would be very desirable to tunnel underneath the road, at the east end of St. Paul's, and bring a continuous railway from the Post-office over this new bridge which has been spoken of, and by branching off to the South-Eastern and the South-Western, open up a line of communication with the several railways, both north and south; do you see any objection to that plan, seeing that the railway itself will not approach the surface of the ground?—I have an idea that the cost would be so enormous that nothing would justify it; if the question is simply, whether there would be convenience in it, it must be answered as I have answered other questions; that there would be convenience in any of those matters to the public, but it must be always looked at, I think, in reference to the cost. I understand this plan would go under and pull down all the property on the east side of St. Paul's Church. With the present traffic through that part, supposing this were to be a great line of communication, from south to north, and to draw off from London Bridge and Blackfriars Bridge a large portion of the traffic, St. Paul's Churchyard, with its present width, offers a serious objection to the plan, unless it is altered and improved altogether.

525. At present we find that the traffic upon the surface of the ground, going round the east part of St. Paul's, is so great as to be a serious public inconvenience; if a railway were taken under the ground, and the whole of the traffic were brought by railway from the north part of London going to the south, and passing over the Thames by means of a bridge, do not you think that would be a great public convenience to the extent of relieving the streets, which are upon the surface of the ground, by taking away a large portion of the present concourse of passengers, and carrying them by the railway underground?—It would be a convenience, but I think it would be impossible to be carried out without the destruction of property on the east side of St. Paul's.

526. You do not agree with the parties who have given evidence to the effect that, as a private enterprise, it would pay well?—Certainly not.

527. Sir *J. Duke.*] How could it disturb the property; the question refers to a line of railway for which an Act has been obtained, and which is coming down to Victoria-street; it may be carried in a tunnel, and pass across the Thames, without disturbing any of the property on the surface at all?—I have very

very great doubt of that; I doubt whether it would offer facilities for doing it without a large expenditure in the purchase of property upon that line.

528. If an engineer has given an opinion that it is practicable, you think great public advantage would result from it?—I express my opinion with great diffidence; but I have seen improvements commenced where the parties themselves had not laid down what was absolutely necessary, and what was shown to be necessary after the thing was begun. I believe it would require the pulling down of houses to make a bridge on a proper site, bringing a large street up to St. Paul's Churchyard, and carrying a railway under that street; for a railway at all to go in a direct line it would require a large block of buildings to be pulled down, and for that no return could be made, because there is a row of houses at the back of them, in Old Change, therefore it would be a total sweeping away of the property.

529. *Chairman.*] Supposing the Government were to come forward, and say, "We will defray the cost, and will not put the Corporation of London to any expense or loss," do you think that it would be a relief to the surface, if there were a railway carrying passengers in a tunnel underneath the ground?—Certainly. I will never deny that a bridge almost anywhere in London would be a relief, but I always guard it as I have done.

530. It has been suggested by some parties, that a new line of road, commencing at the corner of Paternoster-row, and going, intermediately, between the Strand and Holborn, crossing Farringdon-street by a viaduct, and terminating at Lincoln's-inn-fields, would be a great accommodation?—There, again, I am aware that that has been advocated, in connexion with some large West-end improvements which have been thought of; it would be an expensive line, destroying Paternoster-row, with the very large interests in it. Any measure touching property in Newgate-street, and likewise in St. Paul's Churchyard, immediately brings in the question of occupation, with all the trades connected with it. It would give a third line into Cheapside, the traffic to come through it being drawn from Holborn on the one side, and from Fleet-street on the other.

531. How far do you think the public would be convenienced by such a thoroughfare?—I have never yet had to do with an improvement in which I have not looked to see whether the ultimate result was to be a real benefit, or whether that improvement was to be only a show improvement without an adequate result, taking funds that would be better employed elsewhere.

532. Leaving out of sight altogether the value of that property, and all question of loss or gain, do you think a street passing from the end of Paternoster-row, and terminating at Lincoln's-inn-fields, would give increased facilities to the public?—I have never given a vote in favour of it, and I have never expressed an opinion in favour of such a thing. I have seen many other schemes which attracted my mind in preference to it, and I have never advocated it; I do not think it would have my preference, because I should be guided in my opinion entirely by the questions connected with it.

533. Will you favour the Committee with any views you yourself have in reference to any improvements which might be made in the thoroughfares?—I will do so. A question has been asked me as to the use the Corporation have made of their property in public improvements. I think I should desire to enlighten this Committee as to the large works the Corporation have effected within the last few years. For 20 years there has been a great desire in the Corporation to carry out the large improvement so much required at Holborn Bridge; that is an improvement which is connected with the whole of the metropolis. No perfect communication with the Bank can be made from a large portion of the West End except by passing through Holborn; the Corporation have desired, beyond anything, to carry that improvement out; they have approved of the plans which have been laid before them, and are very anxious to obtain the means of doing it. They cannot, however, themselves do it for these reasons: they have given 540,000 *l.* for the Cannon-street improvements, and many other improvements which have been carried out. At Mark-lane they have expended a portion of that money. They obtained an Act to enable them to do so. At Fenchurch-street, they have made an improvement out of their own pockets. No person can go to the railway there without seeing

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seeing the large improvement which the Corporation has made there. At Threadneedle-street, they have just pulled down a house which entirely stood out from where the front of the street is now.

534. Is the Committee to understand that, in your opinion, the improvement which you spoke of at Holborn-hill is one of the first things to which public attention should be turned?—I have no hesitation in saying that I think that street calls for improvement more almost than any thoroughfare; and in connexion with that, the Committee will perceive there is the question of how the Corporation are to finish Victoria-street, which they have undertaken; shall a line of street of half a mile be built upon a low level, possibly with a viaduct put over it, the houses being shut out from communication with the great line, and obliged to go up steps on to the upper line, or with expensive side lines leading on to the upper line; or shall it be an improvement commencing at Farringdon-street, gradually ascending, turning to the right up Skinner-street, turning to the left up Holborn-hill, and carried on to fall in with Victoria-street, making the whole of it an easy ascent, something like Fleet-street at this moment, but leaving a perfectly large and important improvement, as that would be when so carried out.

535. Are the Committee to understand you that nothing but the want of means prevents the Corporation of the City of London from undertaking that improvement?—I think I am bound to say so of the Corporation; they have laid out such large sums that there must be a limit beyond which the Corporation cannot go. My evidence is good for nothing if what I give as reasoning is not borne out by facts; they have laid out 540,000*l.* on Cannon-street and the improvements I have mentioned; they have now been called on suddenly to lay out 400,000*l.* upon a cattle market; they have laid out 100,000*l.* upon a prison; they have laid out 30,000*l.* at Billingsgate; they have laid out of their money 100,000*l.* on works for the use of the river, and they have now just engaged in an outlay of 30,000*l.* more upon the river beyond the income derived from it, because the necessities of the public called for it; and they have laid out 80,000*l.* on the Exchange; these are sums which the Corporation have expended within the last six or seven years for the use of their fellow-citizens out of their fellow-citizens' money.

536. Will you explain what you mean by the sums being laid out for the benefit of the citizens out of the citizens' money; has not the main portion of those sums arisen out of the proceeds of the coal-tax?—The improvements have been made by a charge upon the Corporation estates, covered by the income derived from the fourpenny coal-tax.

537. Could you have raised all those sums you have named, if it had not been for the auxiliary aid of the coal-tax?—I do not think the Corporation would have been justified in doing it.

538. Could you, or could you not, have raised the money on the Corporation property solely, unless you had had the aid of the coal-tax?—That has never been tried, but I should think not.

539. Do you include in the term "citizens of London," every party who contributes to the coal-tax?—I consider the 4*d.* coal-tax as belonging to the citizens of London; there have been doubts thrown upon that, but it does not stand upon the same foundation as the 8*d.* and 1*d.* duty.

540. You state that the improvements have been made for the citizens; whom do you consider to be the citizens of London; do you think any party living within the limits of the coal-tax, which is 20 miles from the centre of London, a citizen of London?—I conceive that it has been out of the citizens' money, believing that 4*d.* clearly to belong to the Corporation of London as trustees for the citizens.

541. Sir *J. Duke.*] You stated to the Committee that London Bridge had cost something like 1,800,000*l.*, and that there would be a loss of about a million?—A million was expended.

542. You stated that all that was defrayed out of the coal-tax?—Out of the 8*d.* coal-tax.

543. Do not you remember that there was a charge of something like 11,000*l.* or 12,000*l.* a year, out of the Bridge-house Estates, out of the Corporation's own property?—I must explain; it was not out of Bridge-house, but out of Corporation funds, and will continue until 1862 as a charge on the City.

544. You

544. You were not right therefore in saying that the bridge was built out of the coal fund entirely?—Not entirely; out of the million raised upon it, I said.

545. Mr. *W. Williams.*] Was not the expense of building London Bridge incurred partly from the Bridge-house Estates?—I have explained that to-day. The bridge was built out of that, and the approaches made out of the million.

546. The million was granted for making the approaches to London Bridge?—Yes.

547. And was expended for the purpose?—Yes; I have mentioned the extent to which it went.

548. Was not it a condition that the ground-rent of all the houses that were built upon the site of the approaches should be sold, and that from the product of those sales very extensive other improvements should be made?—To the extent of 1,800,000 *l.*, 800,000 *l.* beyond the million. The ground returning all that was over a million, so that no charge was made beyond the million.

549. In speaking of the improvements which have been made by the Corporation, did no portion of the money arise from the products of the sale of these ground-rents?—Not a single shilling have the Corporation ever taken into their hands from the trust fund that was given to them, to carry out the improvements under that trust. They sold the ground-rents, and converted them into the means of carrying out further improvements.

550. *Chairman.*] Will you be kind enough, as briefly as you can, to state to this Committee what you think would be the cost of the alteration at Holborn-hill, and whether, in your opinion, that would do away with the necessity of the street which has been alluded to, lying between Fleet-street and Holborn?—It is a question which I have turned my attention to often, and the answer very much depends upon this: Fleet-street is over-crowded. If Holborn were an easy ascent, would the waggons coming from Thames-street, from the south side of Blackfriars Bridge, in preference to going up the crowded street of Fleet-street, and the narrow street of Chancery-lane, prefer, having no tremendous hill to face as they have now, to go along the wide and level street of Holborn, and never to encumber Fleet-street at all, so as to render Fleet-street the same as Cheapside is at this moment, easy of passage for the traffic, because Cannon-street has drawn off the traffic from it to a great extent, when compared with the crowded state of it before. So I believe Holborn would take away the heavy waggons out of Fleet-street, and relieve Fleet-street amazingly.

551. What do you think would be the probable cost of the improvement in question?—The Corporation have approved of a plan laid down by Mr. Bunning, which is an exceedingly good one, and which will carry out all I have stated. To show the earnestness with which the Corporation treat this matter, they have actually bought ground in the neighbourhood of Holborn Bridge, and they will not build upon that, because it is their object, if possible, to obtain this improvement. Further, they laid out 10,000 *l.* when a fire took place at Holborn Bridge, in buying property; and they will not have it built on for fear it should check improvements at some future time; they will not build upon their own property at the foot of Holborn Bridge. It will be for a Committee like this to consider whether that improvement ought to be made, or whether the large new street of Victoria-street shall be carried out upon an inferior level, and the improvement lost for ever. Once build those new houses at the foot of Holborn Bridge, with the large value which would attach to them, and there would be but little hope for the improvement.

552. Would Mr. Bunning be able to produce his plans, and explain his views, which you say the Corporation have approved of, before the Committee?—I presume he could show you that plan.

553. Mr. *Oliveira.*] One of the objects which this Committee has in view is to ascertain whether, with a view to improve the metropolitan communications, it would be desirable to throw open the present toll-paying bridges; do you think that throwing open those bridges would of itself improve the communication between the two sides of the metropolis?—I think it would very materially relieve London Bridge and Blackfriars Bridge. Southwark Bridge is not a profitable bridge at the present moment. We take the private property of persons from them when it is for the advantage of the public; we take it when it is their only means of living. I say, in this case, give the Company in possession of Southwark Bridge the full benefit of the property; let the value be

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judged by a jury. You will then have a cheap bridge of great use to the public, and a great relief to the other bridges.

554. Last year a Committee of this House reported that all the bridges, as far as Staines, should be made free, and placed under the care and control of a trust. Assuming that a Bill were introduced for the purpose of constituting such a trust, where would you limit the rate which should be raised for the purpose of meeting the cost of a work of that kind?—I have no right to speak of such a thing; but, as far as I individually may express an opinion, if that property were placed in the hands of the Corporation to keep up in the same way as London Bridge and Blackfriars Bridge, I think they would endeavour that they should be kept up for the public use.

555. I proposed, being the Chairman of that Committee, to introduce a Bill, and I proposed in that Bill that there should be 16 Commissioners, the Corporation of the City of London to appoint two of those Commissioners; do you think that, by the machinery of such a commission, the Corporation could be brought to act in harmony with the other districts around London for the purpose of opening the bridges?—I should hope so. Supposing the thing were done justly and fairly, I should hope there could be but one object; I should think the Corporation would never flinch from bearing a due proportion of the expense, supposing it to be fairly spread over such an area as would be benefited.

556. I proposed that the Commissioners should be elected by the rate-payers of all the districts where the improvement would take place, and that then the Commissioners, meeting as a Board, should determine the amount of the rate, and the area over which it should take place?—It is one of those things which, if fairly done, I imagine the Corporation would view with proper favour.

557. *Chairman.*] What was the estimated cost of the improvement at Holborn which you have spoken of?—I think 416,000*l.*; it may be said to be 400,000*l.*

558. Mr. *Oliveira.*] From your great knowledge of the eastern portion of the metropolis, do you think the Thames Tunnel might be advantageously used to facilitate metropolitan communications?—It would very much depend upon the distance to which the approaches are carried, so as to make it easy; it would be of great use if they had an opportunity of crossing the river without going miles round.

559. Have you any knowledge of the expense which would be necessary to be incurred in providing approaches?—Not the slightest. The Corporation have had in view an improvement, running from New Cannon-street to Blackfriars Bridge; they have already a street at one end and the commencement of a street at the other; the cost would not be heavy; Mr. Bunning's estimate is 195,000*l.* That would be a great advantage; it would relieve Ludgate-hill of a great amount of traffic which is now obliged to go along Bridge-street and round St. Paul's, but which would assuredly take this course. He has laid it down upon a level which would give an easy ascent, while that portion of the City of London offers great difficulties for anything like a straight street down. This is meant to be an easy access, and I think it would be found to be one of the greatest improvements, something like that of King William-street, which carried off the traffic from Gracechurch-street, and brought it directly to the Bank.

560. *Chairman.*] Is that in course of construction?—Want of money prevents it; I believe the outlay of 400,000*l.* upon the market has stopped any hopes of its being carried out.

561. Mr. *W. Williams.*] As Chairman of the Committee of Improvements, has your attention been directed to the present communication from the docks to the bridges?—There would be a most advantageous improvement which might be made there, almost without cost, if there were not the rights of the Tower to keep up a barrier and prevent it.

562. Where is that barrier situated?—At the Postern-row, Tower-hill. The Corporation in a moment voted 800*l.* to pave the streets, if the Tower authorities would throw it open. They actually brought the stones and were ready to do it, believing it could never be refused. Difficulties, however, were thrown in the way; they have not been able to surmount them, and it is not done.

563. By

563. By whom have difficulties been thrown in the way?—There has been a desire to fetter the Corporation with deeds, promising to do this, and promising to do the other; it was a free gift of theirs to make the improvement for the public; they would be liable for everything they did, which might be wrong, but the Corporation cannot enter into deeds. *T. H. Hall*, Esq. 17 May 1855.

564. With whom have you been in communication at the Tower upon this subject?—I would prefer to say simply with the authorities.

565. Is the inconvenience from the want of this opening very great?—People are obliged to go round Fenchurch-street, filling up a thoroughfare which is already overcrowded; they must make their way from Thames-street up the narrow streets into Mark-lane and Mincing-lane, instead of going from the end of Thames-street across Tower-hill, and to the docks by a short cut; they are obliged to go round the Minories, or get into it by narrow streets, wholly because this improvement is not made.

566. The want of opening this communication causes, does not it, great interruption to the traffic from the east end of London to all other parts?—Very great interruption indeed. Looking at the small amount of the cost, there is nothing which can be offered as an improvement at all to compare with it. I believe the amount of advantage would be found to be immense, and it would be purchased at a mere nominal sum; a part of it is out of the City, and part within. The Sewers Committee had no power to effect it. The Corporation said, "We having public funds for the public advantage, there is 800 *l.* to enable you to do it, because you cannot tax for it; it is out of your jurisdiction."

567. The consent of the authorities of the Tower is the only obstacle?—That is the only thing required; let the Corporation knock down this barrier and pave the street; it would not be a fine improvement, but when the houses are worn out, which they must be soon, they should come down, and it ought to be made one good opening. It would be better for the Tower, and in the meantime two perfect roads might be made, one for the traffic going to the docks, and another from the docks.

568. I believe the interruption across Postern-row is simply a bar thrown across, which is locked, the key of which is kept in the Tower?—It belongs to the Tower, and I think they wish to keep the right to it; whether that right should be exercised or not, it could be kept by only exercising it for an hour once in a year. The Corporation would never object to the preservation of rights, but their object is to do good for the public.

*Frank Giles*, Esq., called in; and Examined.

569. I BELIEVE you are a Civil Engineer?—I am. *F. Giles*, Esq.

570. I find you gave evidence before the Central Railway Commissioners, on the subject of a communication between the London and North Western Railway and Hungerford Bridge?—And the South Western Railway.

571. Did you make a survey of the district lying between the River Thames, at Hungerford, and the London and North-Western Railway?—Yes; I made a very careful survey.

572. Did you prepare plans and sections?—I did. *Vide* Plan No. IX. at the end.

573. Did you find you could make an underground communication for railway purposes, without interfering with the property lying between those points?—Yes, lying between the street called Charles-street, north of the New-road, and the Adelphi-terrace, wholly underground, neither interfering with the surface nor the sewers.

574. Therefore, as regards interference with property, there would be none; and there would be no interference with the sewage of the whole of that part of London?—None.

575. You had it in contemplation to make a bridge, or to convert the present Hungerford Bridge into a railway bridge, thereby communicating with the South-Western Railway?—To enlarge Hungerford Bridge, so as to make it applicable to railway purposes, and for a station on the bridge; also to lay branch railways on the proposed Thames Embankment, from Hungerford Bridge to Southwark Bridge, and from Hungerford Bridge to Westminster Bridge.

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576. There was a Bill then before Parliament, was not there, for the purpose of embanking the Thames?—There was.

577. You contemplated running your railway parallel with the Thames, on the embankment, so as to give railway communication to the whole north frontage of the Thames, from Southwark Bridge to Westminster Bridge?—The object was to connect the London and Notrh-Western Railway traffic with the Thames, and also to make a line of through communication from the railways on the north side of the Thames to those on the south side, thereby freeing all the present stations of the London railways of the through traffic.

578. You proposed to commence near Mornington-crescent, on the London and North-Western Railway; come under ground, by means of a tunnel, to the Adelphi-terrace; you then diverged a little, till you reached Hungerford Bridge; crossing Hungerford Bridge, you formed a communication with the station of the South-Western Railway?—Yes; I ascend by that line to the Hungerford Bridge level; that is level, practically, with Waterloo station; having got to Waterloo station, I am at liberty to move either to the east or west, making a complete communication with the northern and southern lines: as regards the Thames junction with the London and North-Western Railway, that terminates on the embankment, at the common level of the quay, and from it, lines might branch out towards Whitehall, and towards Southwark Bridge.

579. Sir *J. Duke.*] How will you make Hungerford Bridge capable of supporting the weight of the railway?—By erecting a fixed bridge, suitable for the purpose.

580. *Chairman.*] What is the distance between the two points of junction?—From the London and North-Western to the Thames, is two miles.

581. This railway passes almost through the centre of the metropolis?—It does; it may be said to pass through quite the centre, as regards the population.

582. Sir *J. Duke.*] What streets do you go through?—The line passes on the west side of Tottenham-court-road, through the Seven Dials, to the Adelphi-terrace.

583. Do you come down St. Martin's-lane?—It passes a little to the west of St. Giles's Church, and St. Paul's, Covent-garden, between Bedford-street and Southampton-street, and lands at the low level under the Adelphi-terrace, about half way between Waterloo Bridge and Hungerford Market.

584. Mr. *Heyworth.*] Is it a straight line the whole way?—Nearly so.

585. Mr. *Oliveira.*] Have you calculated the cost of those improvements?—I calculated the cost of the tunnel at 600,000 *l.*

586. *Chairman.*] Do you see any engineering difficulties in the way?—None whatever.

587. In your opinion, it would be a great public improvement if, by means of this tunnel, the railways on the north of London and those on the south side of the Thames were connected together?—A very great benefit.

588. It would very much relieve the present crowded thoroughfares?—It would relieve the London streets of all the through traffic; a few minutes would be occupied in passing from the north to the south, whereas now as many hours are frequently occupied.

589. A person wishing to go from the north to Dover could do so without change of carriage?—Yes.

589.* Do you contemplate having a station upon the bridge?—Yes, for local purposes. It would be optional to a passenger to get out at the Euston Station, the station at Hungerford, the station at Waterloo, or neither; he might go through.

590. Sir *J. Duke.*] Would it communicate with the proposed tunnel railway from the Great Western to the Post-office?—It might be made to do so. It is connected with the London and North-Western.

591. Is there anything in the curve or the incline to prevent the railway being used by locomotive power?—No; the worst inclination upon it is one in 112, or it might be made one in 120 or 130, having a better inclination than the Brighton line from New Cross to Croydon.

592. Instead of having property interfered with or demolished for the purpose of erecting a railway station, you would have a station on the bridge over the Thames?—Yes, it might be so.

593. Parties

593. Parties wishing to go north or south would go to that station, instead of to the stations connected with the railways?—Yes.

594. Mr. *Heyworth.*] Have you contemplated any approach to the Post-office by this railway?—No; the plan proposed appears to me a positive gain of a way through London without the destruction of property, and also a positive gain of a general station without the destruction of property.

595. Mr. *Pilkington.*] Have you estimated the expense of the bridge and station?—Not very carefully. I think the works on the north side of the Thames may be estimated at a million.

596. In the works on the north side do you include the tunnelling?—Yes, and the works to enable me to rise to the bridge.

597. *Chairman.*] By that means you might unite the railways north and south?—Yes, and it might be made an opportunity of very much improving the drainage of this district.

598. Mr. *Pilkington.*] Do you think that this would be a better plan to adopt, than a continuation of a line for which an Act of Parliament has been obtained to the Post-office, and proceeding in a straight line from the Post-office?—I do not know that plan.

599. *Chairman.*] Do you know where the present Commissioners of Sewers intend to take their great sewer?—I do not.

600. You cannot state whether this projection of yours would interfere with that scheme?—No.

601. Sir *J. Duke.*] There has been a project for a great sewer to run along the north bank of the Thames to convey the sewage of the metropolis down to Barking?—These works are necessarily above all sewage and all tideway levels.

602. *Chairman.*] You see no engineering difficulty of any kind?—None.

603. You think at a total cost of two millions, including the new bridge, and the station upon that bridge, the whole might be completed?—I give that as a proximate estimate; I have had no opportunity of making a careful estimate of any part of it except the tunnel.

604. What would be the length of the proposed station on the bridge?—About 1,000 feet.

605. What would be the width?—Seventy yards; that is width for four lines of railway and a platform on each side, with a common road on each side outside the platform; there would be two lines of railway in the centre for the through traffic, and a line on either side for the local traffic. A passenger would have a platform to land on, and a road outside that for him to make his way out to the town.

606. You propose having a carriage way for the public as well as a station on the bridge for the railways?—Yes.

607. Mr. *Pilkington.*] Would the junction with Hungerford Bridge not interfere with any contemplated embanking of the river Thames with a street along it?—I think not; I make the ascent to the level of the bridge before I reach the line of the quay wall.

608. Mr. *Heyworth.*] Does the estimate of cost which you give include the embankment along the north of the Thames?—No.

609. What would be the cost of that?—I do not know.

610. If that were carried out, would you by that means get a ready access to the Post-office?—As far as Southwark Bridge.

611. Could not you drive a tunnel underneath till you got to the Post-office?—It would be quite possible to do that; I have not surveyed that, and cannot speak to it particularly.

612. From your general knowledge of the City of London, you would have no difficulty in making a tunnel to the Post-office from any part of the river?—I should fancy not.

613. What would be the greatest depth from the surface?—The top of the tunnel would be 32 feet below the surface near Oxford-street; that is, the upper part of the brickwork of the tunnel. The tunnel itself would be 23 feet in height; rather higher than the London and Brighton tunnel at Merstham.

614. That is sufficiently high for all practical purposes?—Yes; and for the purpose of ventilation.

*F. Giles*, Esq.

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615. Did you contemplate the tunnel for the narrow gauge only?—It was to connect two lines north and south, which are narrow gauge only.

616. Would the tunnel be sufficiently wide for the broad gauge?—Yes; by laying down a third rail, as has been unfortunately done in some places.

617. *Chairman.*] Have you any other observation to make?—No. I have already remarked upon the relief which this would give to the streets, in my opinion, and as to its complete practicability.

618. You think it would give relief to the present thoroughfares, and give an advantage to the public, by joining the railways north and south of the Thames, and there are no engineering difficulties in it?—None whatever. I have heard it occupies five hours in moving troops from the South-Western station to the London and North-Western station through the town. This would hardly occupy as many minutes.

619. If by this line you could bring the minerals from the north to the centre of the City of London, that would bring in competition those brought by railway as against those brought by water?—All minerals may be brought directly to the Thames by railway.

620. Mr. *Heyworth.*] Would you have space at your station at Hungerford Bridge for the accommodation of minerals and merchandise traffic?—You have all the space between Westminster Bridge and Southwark Bridge; the space is only limited by your own inclination to extend the railway.

621. Parties who wish to bring their goods to the railway would have an opportunity of placing their goods on the embankment?—Yes.

622. Passengers coming by steam-boat to the bridge or station, would have free access to any part of London by means of the Thames?—Yes, and at the same time, the use of the present stations.

623. Looking at the map of London, you may consider that that position is the most central part at which a station could be placed, without any inconvenience to the public?—Yes, not only so, but it gives greater facilities of getting a passage through London than any other line which could be selected.

624. And you give all passengers who might be set down there, free access to both sides of the Thames?—Yes.

625. Whether they depart on foot, or by coach, or by water, you consider it the best position for a railway station in London?—Yes; it opens to a passenger several new stations in addition to the present ones, and it gives him an opportunity of going through, if he does not wish to stay at either.

626. Would you have any station in connexion with the tunnel at Oxford-street?—No, I do not contemplate any.

627. What are the gradients on the line?—The first incline from the London and North-Western to near Oxford-street is one in 145. Then from Oxford-street to the Strand is one in 616, and from the Strand to the quay it is level. Ascending from the level of the Strand to Hungerford Bridge, the gradient would be one in 112, crossing the river on a level to the Waterloo station.

628. The steepest gradient would be 1 in 112?—Yes.

629. What is the summit you have taken over the bridge?—The present bridge.

630. If it were lowered in conformity with the level laid down by the Government, to 22 feet, you would be able to diminish that gradient?—We could ascend with a much easier gradient.

*P. Prichard Baly*, Esq., called in; and Examined.

*P. P. Baly*, Esq.

631. *Chairman.*] YOU are the Engineer, are you not, to Hungerford Bridge?—I am.

632. Have you prepared plans for its enlargement, so as to afford accommodation for the general traffic?—Yes, I have, and those plans have passed the Standing Orders Committee.

*Vide* Plans Nos. X. to XIII. at the end.

633. Will you have the goodness to submit them to the Committee?—I have a copy on a reduced scale, which I will put in. The north approach to the bridge will commence at the Strand, opposite Duncannon-street, and it is proposed

posed to make Hungerford-street 60 feet wide. The approach continues on through the market until it joins the bridge, and the greatest inclination of it is 1 in 50. The bridge itself it is proposed to widen, and make 48 feet wide, placing the carriage-way in the centre, with covered footways on either side. On either side of the footways it is intended to have trussed girders, which will stiffen the bridge and prevent vibration. Arriving at the south side of the river, the south approach descends from the bridge to the York-road, passing over the Belvidere-road by a bridge, and the incline of that approach is first of all between the bridge and the Belvidere-road, 1 in 70, between the Belvidere-road and the York-road 1 in 40, the south inclination of Waterloo Bridge being from 1 in 34 to 1 in 35; so that we shall have in fact a better inclination than there is at the south approach of Waterloo Bridge.

634. What height is the bottom of your bridge from the top of high water?—It varies; it is 22 feet 6 above Trinity Standard high water mark at the abutments, and at the centre of the bridge 31 feet 6.

635. Have you heard the evidence of Mr. Giles?—Yes.

636. Do you think it possible to convert the present bridge into a bridge such as he has described?—Yes. I myself prepared a plan for bringing the South Western Railway upon the bridge, and forming a station upon it, still retaining the footways, and forming a carriage-way.

637. Have you a plan of your proposal?—I have.

638. What would be the width of the carriage-way?—Fifty feet altogether. I will describe generally the plan. Commencing on the north side of the river, it is proposed to have communications with the station through Craven-street, Northumberland-street, and Scotland-yard, on the west, and on the east by Adelphi-terrace and Adam-street. Between the first pier and the abutment of the bridge, there will be an open space for a cab-stand and other purposes; the station itself would commence at the present north pier of the bridge, and it would be covered by glass between the north and south piers, making a covered space of nearly 700 feet; it would then continue on, and pass over the Belvidere-road and York-road, and then form a junction with the South-Western Railway. It is proposed to have, besides the station, which would consist of six lines of railway, carriage-ways of a total width of 50 feet, with footways, and also a roadway for cabs; and in the centre a large steam-boat pier, with a facility of access to and from the station by means of a lift or staircase.

639. Will you now describe the advantages of the plan, so far as the public is concerned?—The South-Western Railway, and the other railways which will join it, will eventually require a very large station; and to place this station on the Thames, and close to Charing Cross, instead of at least a quarter of a mile from it, would be a great public convenience.

640. Sir *J. Duke.*] Is it to be carried upon arches?—Yes. It will be carried by means of girders or arches over all the roads on the south side of the river.

641. Do you contemplate pulling down the present suspension bridge?—Not entirely. It would be necessary to lengthen our present piers, and put an additional one in the centre, as also the cast-iron piles shown in the drawing. The present chains would be used for the tensile part of the girders; so that very little of the existing structure would be lost.

642. *Chairman.*] What would be the cost of the works to be done?—I have not made a detailed estimate of the cost, but it would be about 500,000 *l.* It was proposed by me to our company, some time since, I having paid great attention to the subject of a communication from the South-Western Railway to our bridge, so as to enable foot-passengers and carriages to pass at once from the high level of the South-Western Station to the bridge, without the inconvenience of descending into the Waterloo and York roads, and ascending again, in order to arrive at it. At the time I proposed the station on the bridge, the South-Western Company were not decided as to their plans, whether they would enlarge their present station, or come to the York-road, and the proposal of a new street to Southwark Town-hall threw another difficulty in the way of the question being considered, and it has not been brought forward since.

643. If this station were constructed, and were made available for the railways to the north, and also for the South-Western and the South-Eastern Railways on the south, would it, in your opinion, be one of the most central

*P. P. Baly*, Esq.

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spots which could be selected?—I think you could not select a better; you would have a most convenient and direct communication with the river in the station itself, and you would be close to Charing Cross.

644. Would it interfere with any of the thoroughfares now existing?—No, it would pass over all of them on the south side of the river; and on the north side, as it would communicate with several of the streets leading to the Strand, the traffic would not be brought to one point, so as to inconvenience that thoroughfare, and which it might do if the station actually came up to the Strand itself.

645. Mr. *Pilkington.*] This would be a girder bridge?—Yes, it would; the chains would be made use of only for the tensile part of the girders.

646. Lord *A. Hervey.*] Is the carriage road to be on the same level with the railway?—Yes.

647. Would not that be a source of danger to horses?—No, I think not; it is not like a train passing by at a great speed.

648. *Chairman.*] The station would be covered over, would not it?—Yes, it would be entirely hidden from the sight of the horses.

649. The Committee has had it in evidence that the line of railway which is to terminate at Westminster, called the Westminster Terminus Railway, would relieve very much the traffic which now flows east and west on the highways of the metropolis. Do you think a station placed where you have described would be as advantageous to the public as that would be?—I should think more so.

650. I see by a report in the paper that the Crystal Palace Railway Company have determined to bring their terminus to the South-Western Station, in the York-road?—Yes.

651. If they brought their station to the Thames, and diverted the traffic as it arrived by the River as well as by the roads, do you think that would be a great advantage?—Yes.

652. All the increase of traffic over the roads of the metropolis to the Brighton Station would be obviated if this proposed station were made?—A great portion of it; all the West End traffic to and from that station.

653. Taking into consideration the arrangement which has recently been made between the Brighton and the South-Western Railway Companies, if they came on to the bridge, as you propose, it would be, in your opinion, a considerable improvement, and afford to the public great facilities?—Yes, I think so.

654. If the tunnel which Mr. Giles has described were made, it would enable all the inhabitants from the extreme north and north-west to come down by means of that tunnel, and go to the Crystal Palace, without the necessity of crossing the City, or using the thoroughfares there?—Certainly; but eventually I have no doubt there will be a communication between the South-Western Railway and all the railways north of the Thames through Fulham.

655. Have you any further information to give the Committee?—I think not.

*Robert Few*, Esq., called in; and Examined.

*R. Few*, Esq.

656. *Chairman.*] WILL you be kind enough to state to the Committee what was the cost of Hungerford Bridge, in its present form?—The net cost of Hungerford Bridge, at the present time, altogether, has been 127,000 *l.* We retain property representing the difference between 133,000 *l.*, the gross cost, and such 127,000 *l.*

657. What return has it hitherto made?—The average is something about 6,000 *l.* a year; from 6,000 *l.* to 6,300 *l.*; it is solely constructed for foot passengers, and our toll is one halfpenny.

658. The company you represent have had it in contemplation to enlarge the bridge; will you state to the Committee why you have not proceeded with that enlargement?—The bridge, as it now exists, by no means represents the original intention of the promoters. It was carried out only in part from the want of sufficient funds; it stops at the Belvidere-road, instead of proceeding to the York-road. We have funds now in our possession to make the intervening link, having purchased a part of the property for that purpose; but we have wholly suspended our operations, from the necessity of our extension being

being carried out in concert with the plans of the South-Western Railway Company, with whom I have had frequent interviews. The Committee have had before them the plan of the last witness, Mr. Baly; that plan was brought before us for our consideration, and, while we were discussing its details, the plan was brought forward by Mr. Alderman Humphrey, for his new street to Southwark. We understood, whether rightly or wrongly I cannot say, that the Government gave their sanction to that measure; we, therefore, suspended the further consideration of Mr. Baly's plan, and turned our attention more to the simple enlargement of our bridge, for the general traffic, in connexion with Mr. Alderman Humphrey's plan. That plan was knocked on the head, for some reason or other; but, in consequence of the Report of he Committee of last year, we suspended further progress. The financial state of the country had necessarily some influence with us, and also the appointment of the present Committee induced us to stop our proceedings till it should make its Report. In addition to the South-Western Railway Company, it would be requisite to make terms with the other southern railway companies for carrying out a plan in connexion with their station, and we think the time is now arriving for proceeding with our scheme.

659. Your operations have been held in suspense, in consequence of the proceedings in Parliament last year and during the present Session?—Entirely.

660. Not knowing what Report might be made by this Committee, or what steps might be taken upon it, you felt a difficulty in proceeding with your improvement?—Yes; and till we know exactly the views of the railway directors, we do not know what will be most beneficial to them and to ourselves. We both feel that we have a common interest in the bridge being enlarged and improved wisely.

661. Is it your opinion that such a bridge as has been described by the last witness ought to be the property of individuals, or do you think it ought to belong to the public?—If it is to involve a station, I do not see how it can very well belong to the public. If it be a general bridge for traffic distinct from a station, giving my answer as an individual, I think it ought to belong to the public. In the character of a shareholder I should prefer keeping it as it is.

662. If Parliament were to sanction the construction of such a bridge as has been described by Mr. Baly, upon the condition that the roadway there shown should be open to the public free of charge, do you think that condition would be a hardship upon the Company?—I am not prepared to give an answer to that question without more consideration than the moment will allow me to give to it. I will acknowledge that, individually speaking, when this project was put before me, I, as the Chairman of the Company, should have recommended, if my colleagues had supported me, that there should be liberty to the purchasers to form the station, if they would make the roadways and give them to us with a toll.

663. There is no doubt in your mind that a thoroughfare for the public there, free of charge, would be a great public accommodation?—There cannot be a doubt of it; it is wanted there more than anywhere I know.

664. It would be unwise in Parliament, therefore, seeing that such a necessity exists, to sanction any scheme for a railway station there unless the public were fully protected?—I must say I think so.

665. Therefore if they gave their sanction to a station being put there for railway purposes, the public ought to have ingress and egress free?—I could make a strong case why it should be so.

666. Is it your opinion that if the scheme which Mr. Baly proposes were worked out along with the one which Mr. Giles has proposed, that would be a good position for a railway station?—I think it would be admirable, and I think the combination of the two plans exceedingly good. The saving of distance, by taking the Charing Cross Bridge as the point for crossing the river, either to the Borough or to the railway, is so great that it answers the question which has been put to me. It would relieve Parliament-street from that heavy traffic which is drawn round by Westminster Bridge, and it would relieve the Strand from much of the traffic between Charing Cross and Waterloo Bridge; and as between Charing Cross and the Borough, it would relieve the City, as well as London Bridge, of a large portion of the present traffic.

*R. Few*, Esq.

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667. Will you have the goodness to state the distances which would be saved by it?—I have taken Nelson's Column as the fairest point. From that to the new station of the South-western Railway, in the York-road, over Westminster Bridge, is 1 mile and 480 chains; over Waterloo Bridge, 1 mile 465 chains; over Charing Cross Bridge, 5 furlongs and 400 chains, being rather more than 3 furlongs less than the shortest of the other two routes. The other distances I have taken are from Nelson's Column to the Town Hall, Southwark, presuming the new street to be made. By Fleet-street, New Cannon-street, and London Bridge, the distance is 2 miles, 3 furlongs, and 410 chains; over Waterloo Bridge, 1 mile, 6 furlongs, and 125 chains; over Charing Cross Bridge, 1 mile, 4 furlongs, and 25 chains, being very nearly a mile shorter than over London Bridge.

668. All the traffic which was proceeding to the South-Eastern and the South-Western Railways, from the west and the north-west, would, in your opinion, cross over Charing Cross Bridge, if there was a regular highway there?—Certainly.

669. And to that extent it would relieve the great thoroughfares, both on the north and the south of the Thames?—Certainly.

670. You are aware, no doubt, that by a recent arrangement the Brighton Company will have a terminus in the York-road?—Yes; and the South-Eastern have reserved to themselves the same right.

671. So that the South-Western, the South-Eastern, and the Brighton, have now a West End terminus to the south of the River Thames, at the York-road?—They have.

672. The effect of that will be to relieve the thoroughfares of the City of the traffic which has now to proceed over Waterloo Bridge, or London Bridge, to get to the Brighton and South-Eastern stations?—Yes; including the whole of the continental traffic.

673. Do you think if the present Hungerford Bridge were altered, so as to make it a station for a railway as well as a roadway, it would add very much to the facilities of the public?—I do.

674. Would there be any objection, on the part of the Hungerford Bridge Company, to meet the wishes of the various railway companies, or of the public, in altering their bridge?—The public is not very easily defined. With the railway companies I am sure we should have no difficulty; of course I only speak as an individual; it is not a question which has been before us.

675. What is your opinion in reference to throwing open all the bridges over the Thames free of toll?—I think there ought not to be a paying bridge in such a metropolis as London.

676. Do you think it would be a fair source from which to obtain the necessary means of carrying that out, to rate the inhabitants of the metropolitan districts for the purpose of providing funds for the purchase of those bridges?—It would depend, of course, upon the amount of the rate; looking to the known large extent of property which is rateable, I should think a moderate rate might be assessed which would be fairly raisable, and which ought not to be objected to.

677. You think that would be just?—I do; it is a question of amount. I presuppose that the property is so large that the sum which you would require might be raised.

678. Supposing an Act of Parliament were passed for the purchase of the bridges, and they became the property of the new Metropolitan Trust which is about to be constituted, do you consider that the fairest mode of dealing with the property would be to take both the present and the prospective value?—I think you could not take any present value without regard to the prospective value.

679. That would be one of the great elements in valuing the property?—Yes. I think that is the only way in which you could deal with the property; it is the way you deal with property generally in other public transfers.

680. Would you think the district embraced within the present area subject to the coal-tax a fair one?—Yes, I think it might be co-extensive with that.

681. In

681. In Sir Benjamin Hall's Bill he adopts the Registrar-general's district, embracing all the outlying townships?—If you take in the 20 miles, which I believe to be the present district, I think you might fairly claim the whole district. *R. Few*, Esq. 17 May 1855.

682. It appears by returns which have been laid before the House of Commons, that the assessable value of the property within the Registrar-general's district is equivalent to thirteen millions and upwards; do you think it would be a great hardship if a farthing in the pound were levied upon the public for the purchase of the bridges?—Certainly not. Every one pays much more than that in the course of a year in the shape of toll.

683. In your opinion, the general advantage to the whole district would be equivalent to the small rate which has been mentioned?—Quite so, in my opinion.

684. Having regard to the circumstances of the case, to the appointment of the Committee of last year, and the present Committee, you say that you could not, consistently with the interests of those whom you represent, advise them to proceed with your contemplated improvements, and therefore you have remained in your present passive state?—Quite so.

685. Without any desire upon your part to obstruct the views of Parliament, or the wishes of the railway company for the carrying out of that improvement?—Quite the contrary; we do not wish to have our property taken for nothing, nor without a due regard to what we consider its future value.

686. Mr. *Heyworth.*] Have you been in communication with the South-Western Railway Company on this subject?—Not directly within the last twelvemonth. Before that I have been frequently.

687. Have you been in communication with the Brighton Railway Company on the subject?—No, I have not; there has been no communication; but I know the contemplated arrangements.

688. Nor with any of the Northern railways?—None whatever.

689. *Chairman.*] Do you think it is possible to get the four great railway companies to combine to form a junction by means of Mr. Giles's project?—That I am not bold enough to say, knowing the constituent qualities of a company.

690. Mr. *Pilkington.*] You probably have no idea whether a combination of that kind would pay the shareholders?—If the supposition be correct, that the station could have been made for anything like 500,000*l.*, it becomes clear to me that they might well bear such a cost as that for a metropolitan station.

691. Supposing the whole project were to cost 2,000,000*l.*?—I am not prepared to give an answer to that question.

692. *Chairman.*] In 1845 it was in contemplation to make the site of Hungerford Market into a general station; that was abandoned in consequence of the Commissioners, who, at the request of the Government, sat upon that subject, reporting against any central station?—I am aware of that.

693. This bridge which is now suggested by Mr. Baly, with a station the whole length of it, would obviate in a great degree the objections which were then made by the Commissioners?—I think so; particularly looking to the advantage proposed to be taken of the Thames as a means of passage east and west.

694. Mr. *Heyworth.*] Does the locality afford sufficient station room for all the railways to be accommodated?—I would rather leave that question to an engineer; my belief is, that it would; you have 1,000 feet of length, and you may make any width you please.

*George Ledwell Taylor*, Esq., called in; and further Examined.

695. YOU wish, do you not, to make some further observations to the Committee?—Since I was examined some further observations have occurred to me. I first wish to rectify the answer that I gave to a question respecting an embankment by the side of the river. I was asked about an embankment *G. L. Taylor*, Esq.

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on the south side; I am made to answer the question as if it applied to the north; I meant to refer to the south side. I think, even on the south side, it could be, and would be very desirable if it went over all the wharves, and did not prevent the transaction of business; but I think one on the north side is much wanted. Since I was examined by the Committee it has appeared to me desirable to explain more fully several parts of my plans, and to make them useful and available for general reference on most of the matters connected with the inquiry. I was asked by the Chairman if I had turned my attention to a communication with the North-Western Railway from Hungerford. I answered, it might be readily effected by a tunnel, the course of which is shown on my plan. It would proceed under buildings six furlongs, then up Tottenham-court-road and the Hampstead-road nine furlongs, and join the North-Western there at the commencement of their tunnel; there is nothing in the way to prevent it, and the rise would be moderate. But there are serious objections. It would be a partial affair, benefiting the North-Western and South-Western to the exclusion of the other railways; and at Hungerford, before commencing the tunnel, it would be above ground and cut off the road of communication I have made from Whitehall-place to the Adelphi. I consider my scheme is infinitely superior for the public benefit, as it embraces the connexion of all the railways. A traveller by any railway may rest assured that on arriving in London, he will be transferred at once to any part of the metropolis, or to any other railway, for any part of the kingdom. I wish particularly to impress this fact on the Committee. Then it does not provide for the junction with the Post-office for all the railways. Both these circumstances I think it must be conceded are of immense public importance. I have visited and surveyed the site of the bridge recommended by Mr. Page, (from Tower Hill to Bermondsey,) on both sides of the river. The measure appears to me so desirable that I take the liberty to give my suggestions upon it. I do not wish to detract from, or to pirate Mr. Page's idea; it is an excellent one, but I think I could carry it out in a more simple and useful way than he proposes; I consider the extent of his approaches, and the fact of his going over the South-Eastern Railway, objectionable, and that the objects desired may be as effectually, but more simply attained. I should propose to descend to the level of the road, at the railway at Church-street; it is reached at a distance of 1,700 feet from the centre of the river, giving a descent of 1 in 30; the road on the Middlesex side to commence at the St. Katharine Dock entrance, a distance of 1,300 feet, to the middle of the river, giving a rise of 1 in 40. I have made a plan and section of the way in which I should propose to construct the bridge, also a plan and design for St. Paul's Bridge (*delivering in the same*).

*Vide* Plan No. XIV. at the end.

696. By the rise of 1 in 30 on one side, and 1 in 40 on the other, you reach the level portion?—Yes.

697. What is the space between high-water mark and the roadway of the bridge?—Seventy feet.

698. Where are your piers placed; are they within the stream of the Thames?—Clear of it. I make towers which would be available for the purposes of warehouses on both sides.

699. You do not interfere with the navigation of the river by that plan?—Not at all; there is an open way of 820 feet. By making these large towers great strength is procured. They would accord in their architecture with the old parts of the Tower.

700. You see no engineering difficulties in the way?—None whatever; a bridge has been constructed at Niagara with the same span by means of wire cables, which plan I should adopt.

701. Have you formed any estimate of the expenditure which would be required to complete your scheme?—I consider it might be carried out, including the value of all the property, for the sum of 400,000 *l.* I should not interfere with the entrances to the St. Katharine Dock or to the Tower, or to the Stairs, or the traffic of Saint Katharine-street. The constructions would be made upon their ground, but they would be available and useful. I should vary Irongate Wharf a little, and the warehouses there, but not decrease their accommodation. I should obtain more than I displaced in the towers, which I consider necessary for the strength of the abutments on each side of the river;

river; the streets would be as now, under arches. The property on the south side would be made nearly or quite as available as it is now; all being under the roadway may be better arranged. It happens that the property in that particular spot is of very inferior quality, except the warehouses by the river itself, which I provide for in these towers. I should go over Broad-street, over Free School-street, and raise Fair-street about five feet, rounding off the angle of the churchyard at Church-street and Church-row. I should go between Horslydown-lane and Freeman's-lane, placing the buildings now there under the roadway, for which there would be a height of about 50 feet.

*G. L. Taylor*, Esq.

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702. By your plan, you do away with the objectionable part of Mr. Page's plan, namely, the long approaches which are required to get up to the summit height of his bridge?—Yes.

703. The whole of the traffic lying to the east of London would have access to the south side by means of your suspension bridge?—Yes.

704. You neither see any difficulty in a commercial nor in an engineering point of view in carrying it out?—No.

705. You estimate, including the whole of the approaches and the construction of the fabric, that the cost would be about 400,000*l.*?—I think it may be done for that; I should observe that in dealing with the property there, the principle of conciliation should be used; the parties should be shown their property will be improved, and their consent obtained for the alterations.

706. What is the width of your roadway?—Fifty feet.

707. Mr. *Pilkington.*] Is it calculated for heavy traffic?—Yes; as heavy as you please. The bearing capacity of the Niagara is 7,300 tons; the actual weight of superstructure, locomotives, and trains, only 1,250 tons.

708. *Chairman.*] If this bridge were constructed, would it in your opinion be a means of relieving the approaches to London Bridge, and diverting a portion of the traffic which now goes over that structure?—Yes, immensely; I think it would be a most valuable thing.

709. It would be a means of relieving various streets of the metropolis, and of more evenly spreading the traffic over the thoroughfares of that district?—Yes; and connecting the north and south quarters at that part which is much wanted.

710. Have you any other observations to make to the Committee?—I have thought several other communications might advantageously be made. First, another opening at the north-west corner of Lincoln's-inn Fields; I should recommend another opening to Holborn, or a continuation of Gate-street. Secondly, a street from the south-west angle southward through Newcastle-street. Thirdly, a street from the south-west angle to Vere-street and Great Wild-street. Fourthly, a continuation of Carey-street westward to the same point. These several communications, if not better provided for by Mr. Pennethorne's plans, I think very desirable, and easy of attainment; they are all shown on my plan. I observed to the Committee that the street from Hungerford to the Borough, if prolonged in a perfectly straight line, would lead to the south tower of my proposed tower bridge; it was evidently most desirable, but there appeared several obstacles in the way to prevent it, such as Guy's Hospital and the railway; but, on a careful survey, I find, by swerving a little in the course to the south by a curve, and proceeding through and widening Maize Pond, a nearly straight line of great value may be easily obtained under the railway up to the Tower Bridge, the rise from Tooley-street being only 1 in 70. This would connect the whole district on the south of the river from Waterloo-road eastward directly with Tower-hill and that quarter. I wish to add, that if a commission were established, with power to raise 3,000,000 *l.* by rates, the whole of these improvements might be effected, and the greater part of the money returned, from the value of the property created, whether it be building frontages or railway property; both would fetch their value when done; in these times, it is not likely the railways themselves would entertain them.

*Vide* Plan No. XIV. at the end.

*Jovis, 7° die Junii*, 1855.

MEMBERS PRESENT.

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|---|---|
| Mr. Jackson. | Mr. Pilkington. |
| Mr. Biggs. | Mr. Heyworth. |
| Mr. William Williams. | Lord Alfred Hervey. |
| Lord Robert Grosvenor. | Mr. Oliveira. |

WILLIAM JACKSON, Esq., IN THE CHAIR.

Sir *Joseph Paxton*, a Member of the House; Examined.

Sir *J. Paxton*, M.P.

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*Vide* Plan No. XV. at the end.

711. *Chairman.*] I BELIEVE you have to lay before the Committee a plan for improving the thoroughfares within the metropolis; is that so?—Yes; a plan for the improvement of the whole of the communications of London.

712. Have you made plans and drawings for that purpose?—Yes.

713. I presume you have well considered the question?—I have gone thoroughly into it.

714. Will you be kind enough to produce your plans, and explain them to the Committee?—I think the best course will be for me to go generally over the plans, and explain them, and afterwards the Committee can question me upon the various details connected with them. The best thing I can do to give the Committee information will be to show them first a general plan put upon one of the maps of London. The plan I propose is to make a boulevard, or what I call a railway girdle, not all round London, but going to various districts which I shall explain; first, for the purpose of relieving all the thoroughfares, and next for giving to London the same facility of railway accommodation which the country has from the same source. The Committee will be surprised perhaps to hear that it generally, I may say constantly, takes a longer time to go from the London and Brighton station at London Bridge to the Great Western station than from London Bridge to Brighton, and the same is true as regards the other railways in proportion. That being so with respect to the railways and the communication across from point to point, it is also, as the Committee are aware, very difficult to get to the City of London from any part of the West End during certain hours of the day. The traffic is so enormous, and the streets become so blocked up, that it is impossible for any man of business to make an engagement in the City of London without taking at least half an hour more than he ought to be obliged to take in order to be sure that he shall be able to keep it. The Committee are also aware, that various plans have been from time to time suggested for the purpose of improving those communications. I was a member of a Commission in 1838, which was appointed for the purpose of considering improvements in the Royal Parks and Gardens. As they included Buckingham Palace Gardens and Kensington Gardens, I began to turn my attention to the general communications through London. As the Committee know, there is a new road from Kensington to Bayswater through the Palace Gardens, which was made at my suggestion. The trees were exhausted, as far as fruit-bearing was concerned; and it appeared to me that the best thing to be done would be to make a thoroughfare and to let off the land, by which they would get a large sum of money for the purpose of improving the district. I am sorry to say that they did not carry out my recommendation to the full extent, because I recommended that that should be a public road; at present it is a private road; no omnibuses or carriages can pass through it, unless they are going to a residence; therefore virtually, as far as the public are concerned, it is really and truly shut up; and if you want

want to go from Westbourne-terrace to Brompton, you must go round Park-street by Hyde Park Corner, or else to the Addison-road on the other side of Kensington, beyond Holland House Park. In fact, there is no means of communication for an omnibus or a public vehicle from Brompton to the Great Western station, or from all that district down to Brompton, without going by one of those two routes.

715. Lord *R. Grosvenor.*] Is it the case that a cab is not permitted to go along that road?—A cab can go along it, upon the parties saying at the gate that they are going to the residence of some one along it, supposing the man at the gate to ask the question. But it is only open at certain hours.

716. There is a road by Kensington Gravel Pits, is not there?—There is a road certainly; but at one place there is hardly room for a carriage to pass. If you wanted to establish a communication by omnibus, or any public conveyance between those two populous districts, you could not make use of that communication as a thoroughfare. The Committee also know that from Hyde Park Corner to Charing Cross you are cut off from any general line of communication to Lower Westminster and Belgravia. I think the first case I have mentioned, namely, the want of communication from the Brompton district to Westbourne Terrace is a very strong case. I will not go into details as to the inconvenience resulting from stoppages in Fleet-street, and at other places. If it had not been for the river communication, which has been established within a few years, there would absolutely have been an entire block. As I have before said, in 1838, I turned my attention to the subject of metropolitan improvements to see what could be done in the way of improving certain districts in London. In the first place I thought of the parks, and looked at them with a view of improving them. A communication from Westminster and Charing-cross to the City was very much talked about then; indeed, it has been talked about all my lifetime. As long as I can remember anything I recollect Sir Frederick Trench's plan for a great improvement all along the river banks; and as soon as I determined to turn my attention to the improvement of London, I also visited the banks of the Thames, but I found that it was almost an impossibility to devise any scheme there that would answer the purpose, that is, that would answer any general purpose for the improvement of London. I found also that the property there was in such a condition, and the bridges intersected it in such a peculiar way, that to attempt any general improvement along the banks of the Thames appeared to me a hopeless effort. I have before me, and will hand to the Committee, a plan of Sir Christopher Wren for the improvement of the city of London (*producing the same*). It is remarkable, as showing how well he arranged the thoroughfares at that time to answer their purpose with a view to future improvements. It is a most admirable plan, but the authorities at that time did not like to carry it out, and all they did do in the way of change in the improvement of London was to put up Middle-row, Holborn, which impedes the air, and stops up the opening which it was so desirable to retain as it was before. (*The Plan was delivered in.*) After going into various schemes in my own mind for the purpose of making those improved communications, and looking generally to the plans which have at various times been proposed for the improvement of London by others, this boulevard or girdle was the one I adopted as being the only one which I believe should be selected to be carried out. It is one which I believe it will be not only easy to carry out, but it will be remunerative in itself. In 1843 there was a commission appointed for the purpose of the improvement of the thoroughfares of London, and they recommend the general lines which are shown upon this map (*producing the same*), which comprise about nine miles of communication, and then effect very little, as far as the general arterial communication through London is concerned. When Regent-street was formed by Mr. Nash, under the auspices of George the Fourth, there was a grand scheme on foot for making a line from St. Paul's Churchyard straight to Kensington Palace, which received the sanction of King George the Fourth; indeed, I believe it was his plan. It would have been a great communication through the parks to Kensington Palace, 170 feet broad. That was very much liked at the time, but it was thought too expensive. I think it was estimated to cost five or six millions. Some parts of it would have been remunerative and others would not, on account of

*Vide* Plan No. XVI. at the end.

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of the large quantity of land it took for the purpose of a boulevard. I think it was intended to plant it with a double row of trees. The principal traffic of London is from east to west; there is a considerable traffic in other directions, but the largest amount of communication is decidedly, as is well known from the lines of omnibuses and carriages, from east to west. In order to carry out a system that would unite all the railways, and would give what I would call the means of internal communication to the districts round London, as well as those included in the girdle itself, I proposed, after very mature consideration, to lay down the following plan, which I will describe: I begin very near to the Royal Exchange; I go at the back of Moorgate-street, near the Old Jewry, to Cheapside; I cross Cheapside, always having in view to avoid as much a possible the thoroughfares and the valuable property. In no case during the whole girdle, which is 10 miles in length, do I go parallel with any important street, or knock down what may be called very valuable property. I come down across Cannon-street, crossing the river by Southwark Bridge. I go a little to the south of Southwark Bridge, between that and Blackfriars Bridge, and then proceed through Lambeth, crossing the South-Western Railway, and then across the river again by the Houses of Parliament. I go up very near to Victoria-street, and from thence through Brompton, passing by Gore House where the great scheme of Prince Albert, in reference to industrial exhibitions, has been proposed to be carried out; I may say that I have consulted his Royal Highness about the whole of this matter, and he has examined my plan in detail, and gives it his approval. From there I cross Kensington Gardens, and go to the Great Western Railway station; from the Great Western I diverge a little in order to take the general traffic of Marylebone, and come a little towards Oxford-street; not to Oxford-street, but about half way between the Regent's Park and Oxford-street, and there I take a diverging line to the London and North-Western station; from thence to the Great Northern, and then round by Islington to the point from whence I started. In order to relieve the traffic of Piccadilly, and give accommodation to all the district round that part of London, I bring up a branch from the South-Western station, close to which the line will run, and I take it to the back of the Regent Circus. The girdle itself is 10 miles and two or three furlongs and the branch line one mile and two furlongs. In carrying out this communication, I propose to make a large arcade; in fact, to take an illustration, it is precisely the same breadth as the transept in the old Crystal Palace, 72 feet, about 16 feet broader than the nave in the present Crystal Palace. At the back of this arcade I propose to make on each side lines of railway, and I propose that, with a view of relieving the main artery, and being able to bring the communications of London direct round the whole of this girdle, and by the arrangement of working the trains, which I propose should be atmospheric, the whole distance from Kensington to the Bank, or from the Houses of Parliament to the London and North-Western station, would be traversed in a quarter of an hour; so that, taking the distance from Kensington to Brompton, Belgravia, Lambeth, Southwark, and the City, from any point to any opposite point upon this girdle, the longest time occupied would be a quarter of an hour. From the Houses of Parliament you might go to the City in five minutes, to Regent-street in about six minutes, and from all the different points to other points according to the distance. I propose to make this arcade, first of all, because I believe it will be very desirable to have a covered way, which can be ventilated and made as perfect, as far as the atmosphere is concerned, as the country. The streets of London, particularly in the City, are full of filth, arising from the dirt and smoke emitted from the chimnies, which I propose to get rid of in this arcade by putting a roof upon it, and by so arranging the ventilation as to prevent all this heavy dirt and filth from coming into the arcade. I carry the same arcade over the water, just in the same way as I do in the other parts. I will now exhibit to the Committee an elevation of the bridge, crossing the river Thames over the arcade (*exhibiting the same*). There the Committee will see a section of the general scheme of this plan. The Committee will see the arcade, which is 72 feet in breadth, and they will see the shops on each side, and the railway with the trains upon it on both sides. Since I made these plans I have gone much more into the detail of the scheme, and I find that instead of having four lines of railway, I shall be obliged to have eight lines.

lines. In the proper plans to be prepared therefore I shall put in two more tiers, in order to have eight lines of communication. Four of those I should require for express trains, stopping at only four places. I begin at Kensington, where I should put the great works, because the cheapness of the ground will enable the works to be carried out there. Supposing a train to start from there on the system, going to the right hand, it would first stop at Westminster. It would go from there to the Bank, and then stop at the London and North Western Station, and then come back again to Kensington. Another train would start upon the other side, stopping at the great Northern Railway Station and at the City, and calling at the Houses of Parliament. That would make one train on each side, going round and accommodating these various districts I have mentioned, so that parties could get to the points they desired in a short time. Every five minutes there would be an intermediate train, so that every part of the communication, as far as the express trains are concerned, would be filled up by those four express lines, while the other trains would be stopping trains at the various streets, picking up passengers and taking them to any short distances which might be required. I propose to have a uniform rate of charge. A person having got into a first-class carriage would go for the same charge where he liked. I should charge, perhaps, 4*d.* to any part of London, first class, and 2*d.* or 3*d.* for second class. If he had to go 250 or 300 yards to reach a station for the express train, he could go in a slow train till he came to that station, and might then go on to any other part he thought proper. I will now show the Committee a continuation of the arcade, with a section of a street, showing how it would cross the ordinary streets (*exhibiting the same*); I propose to take it generally upon a level. In some parts of Southwark that cannot be quite accomplished; but generally it can, so as not to interfere with the ordinary communications. The streets of London, therefore, would all be accommodated by being crossed upon a level, and the communication by railway would be above. I will now show an elevation of the mode in which I propose to cross the River Thames (*exhibiting the same*). The Committee will see that the structure is in the same style as the Crystal Palace, with all the improvements we are able to devise. That I propose to be lined with Staffordshire tiles, so that the colouring would all be burnt in. No painting, therefore, would be required, and the place would only want a little water applied to it now and then for ages to come; you would have a beautiful covered communication, which would not involve much expense to keep up. The maintenance of the roof of glass, which would have the means attached to it of carrying off the rain and the dirt which would fall upon it, and the keeping up of the roadway itself, would cost as little as the repair of an ordinary road alone. The roads in London wear out by the changes of our weather. You have rain for several days together, during which the streets, with the large traffic which is upon them, become mud, and in the dry weather this is ground up and pulverised. Here there would be a regular system of pavement; and I am satisfied, from having gone into the question minutely, it would be cheaper to keep a covered way in order, taking both the top and the bottom, than to keep in repair an ordinary street alone. I shall be able to show the Committee that you can ventilate this covered communication, and can keep the place as cool and as well or even better ventilated than the ordinary streets of London. Independent of this railway communication, you would have the advantage all round London of what I should call a magnificent promenade, which would give to the whole of London a new source of comfort and enjoyment. It does not go into one district alone, but into all the districts. From the City to Regent-street I apprehend it would consist entirely of shops. When it gets into the Brompton district there might be private residences. Indeed, I contemplate that it would be made a place the advantages of which would prevent many infirm persons being obliged to go into foreign countries in the winter; some part of it might be so arranged as to keep the cold air from penetrating it during four or five months in the winter, and it would be almost equal to going to a foreign climate from the manner in which the temperature could be regulated. In passing Kensington Gardens I do not propose to erect houses; I propose to make the thoroughfare as you see it there in the centre, but I take away all but the railway, and I leave the rest as a great promenade, so that people coming from every part of London to that district will have an advantage which at present they have not. In Kensington Gardens you would have almost

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a crystal palace passing through the place; if it is bad weather persons who go out for exercise may promenade under cover there, and equestrians also might use it. I should propose a side elevation on both sides fronting Hyde Park, and also fronting Kensington Gardens, which would form what I should consider a beautiful object. The girdle would be one of the great means of communicating from the Paddington and Marylebone districts to Brompton and Belgravia, which is a line of communication more wanted than any other in London; and effecting, as it would do, that object, while it would also answer two or three other purposes, that fact itself would be sufficient, in my opinion, to warrant its being at once carried out. The diagram which I now place before the Committee shows the system of ventilation which I suggest, which could be regulated at pleasure; the left hand elevation shows the pottery ware across the bridge; and I should state that I propose to make the exterior all of glass, iron, and pottery ware, so that the whole construction would be of vitreous substances; the other part of the diagram shows the elevation of the arcade continued. It would be possible, and not only possible, but it would be right, to vary the interior of the arcade according to the district, as the circumstances required; it might be in one case desirable to put up a beautiful place for residences, and in another part it might be of a more ordinary description; that of course is a detail which does not interfere in the slightest degree with the principle of the design; the other drawing is simply a ground plan of the bridge across the Thames, of which I have shown the elevation on the other side. I have now described, generally, the road and the plan of construction which I propose. In reference to the proposed bridges, I may say that I was with Mr. Wyatt, at the Museum, the other day, looking over the various plans which have been proposed to improve London; and the plans of old London Bridge excited my attention beyond everything; I found that they had even a chapel on the bridge, and there was a most beautiful fortification also; quite as much in point of building as I propose now.

717. Mr. *Heyworth*.] Were not the buildings on the old bridges taken down because the structure was not capable of being made sufficiently strong to sustain them?—They stood for hundreds of years, and architects then had not the same appliances we have now for putting down vitreous substances below, to retard the decay of the foundations; I daresay they thought it would be an improvement to pull them down, as it was thought an improvement originally to put them up.

718. My object in asking the question is to do away with any misgivings which might arise as to the foundations not being sufficiently strong to bear the superstructure?—There is no difficulty in that respect.

719. Lord *R. Grosvenor*.] You have spoken of the subject of ventilation; how high will these buildings, of which we see the elevation, be above the bridge?—The height will be 108 feet to the top of the arch.

720. From your acquaintance with the subject of the ventilation of large towns, have you never heard it stated that to have a free current of air along the course of a tidal river is a great benefit to the ventilation of a town?—I should not think it would make any difference, considering the size of the arches of the bridge, and the comparatively small obstruction which would take place from the structure.

721. You do not consider that it would be a great obstruction to the free course of the air up and down the river?—Not an obstruction which would be preceptible at all.

722. *Chairman*.] Do you propose to have a railway station upon either of these bridges, with an access for steamboat passengers from the river?—I do not propose that. I propose one close to the side of the bridge; and it could be arranged so as to take up passengers from any part of the bridge, if necessary. I apprehend, if this plan were carried out, the steamboat communication would not be of so valuable a character as it is now, because I apprehend, except the penny and halfpenny boats, the facility of this almost instantaneous communication will do away with the steamboats.

723. You are of opinion that if the whole girdle were complete, the passengers who now seek the river side to get speedily to any given spot would go by railway instead of by boat?—Yes. Now they have to go down to the river side, and when they get to London Bridge they have to go away from it again.

724. You strike more the centre of the population?—If you look at the girdle

girdle you will see it is within a very small distance of all parts of the town. The population on either side would be very small in comparison which could not get easily to this communication. Sir *J. Paxton*, M.P. 7 June 1855.

725. Your girdle goes through the dense part of the population?—Yes. The immense importance of this girdle to the districts of Southwark and Lambeth it is impossible to describe; it would put new life into the whole of those districts. The communications, as originally laid out, did not lead to the proper places in London. These roads, with the exception of one, are almost all in the wrong place, but my plan removes all that difficulty; and as regards Belgravia, and the districts in that neighbourhood, it will bring them into almost instantaneous communication with the City.

726. Lord *R. Grosvenor*.] You cross the river twice, do not you?—Yes; twice with the girdle, and once with the branch towards the centre.

727. *Chairman*.] You propose that the whole arcade should be open to carriages and public vehicles?—Yes; I propose that it should be open to all carriages, of every description, up to nine o'clock in the morning; that would be necessary in order to bring coals and all kinds of heavy merchandise to the houses; after nine o'clock in the morning I propose that none but omnibuses and passenger carriages, and vehicles of that kind, should go through it.

728. You would exclude all kinds of merchandise therefore?—In the daytime I should; I might here say, that in consequence of the manner in which I tie all the railways together, I should propose in my plan to take all the merchandise from all the railways, from one side of the town to the other, at night.

729. You propose to exclude all merchandise traffic after nine o'clock in the morning, up to what hour at night?—I should think eight or nine o'clock; I propose that for the purpose of giving facilities of communication to the various districts; in the plan I propose to carry out I should always keep the whole structure in order; it would be all under one general scheme.

730. Are you aware that at the present moment there is almost hourly communication between the great depôts of merchandise in the City and the shops which dispose of the goods; how would you propose that that description of traffic should be carried on?—Traffic of that description to the shops themselves I should not object to; I refer rather to drays and waggons with coals and other heavy objectionable traffic of that kind; anything that went on springs at a quick pace there would be no objection to.

731. You say, if I understand you rightly, that the expense would be much less of maintaining this roadway under cover than of maintaining an ordinary street?—I have no doubt it would be cheaper in dense thoroughfares to keep the streets in London in order under glass than to do so as they now are open to the weather.

732. Assuming that all was under cover, have you made your calculations as to the means of providing proper ventilation?—Perfectly so; we had about five very hot days last summer, and I then had particulars taken in the nave of the Crystal Palace, and I found that by the ventilation which we could put on, we could keep the nave, with a glowing sun upon it, cooler by six degrees than the open street outside of it. The way in which that is accomplished is this: it is a circular roof of glass; the moment the sun shines there is, of course, an accumulation of heat; warm air is lighter than cold air in proportion to the amount of its heat; the heated air, therefore, immediately requires to pass away, and I have so prepared the apertures as to take it away. Immediately it is removed, its place must be supplied by air from somewhere else, and that air will come in round the lower part of the ventilators, and pass into all the intersections wherever the openings are made, because, independently of the ordinary intersections, I should leave intersections for the purpose of ventilation at certain places round the whole of the girdle.

733. Have you any doubt in your own mind that there would be a proper ventilation if the whole were covered in?—Not the slightest.

734. Are you satisfied that the quantity of light which would be given would be sufficient for the purposes of the shops?—There would be next to no obstruction to the light. You would have the top painted white; the cross-bars would be painted white, and the reflection from them would compensate for the quantity of light which would be otherwise obstructed. I have often proved that houses with the particular kind of roofing I have made for them, have as much light inside as there is outside.

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735. Lord *R. Grosvenor.*] Why does your proposed girdle embrace so much more of the west end of London than of the east end?—In the first place, it would have been impossible to have had an efficient plan to answer the purposes of this large communication, by taking the same girdle forward to the east; the necessity for communication in the east of London is very much less than in the west. Towards Whitechapel and that district there are people who do not go about so much; in fact, as far as you see upon that plan, that part of London has grown very little in proportion to the districts to the west. The east side of London has the Blackwall Railway and the Eastern Counties Railway passing through it, but the other part of it is not so much obstructed, and there have never been any great difficulties with regard to the east part of London. But supposing there should be, there is no difficulty in putting on what I call loops from somewhere below the Mansion House, between that and Cannon-street, and taking them round so as to come in again towards Islington; in fact, a girdle might be put round any district hereafter that becomes very densely populated. I should have gone sufficiently high to have taken in the Brighton and the South-Eastern Railways, but London Bridge stops me. As to carrying it at a very high level, that I entirely object to. People, I find, will never go much above the ground, and they will never go under ground; they always like to keep as much as possible in the ordinary course in which they have been going; when they have a notion that there are a number of steps to go up or down, my experience shows they will not use it.

736. *Chairman.*] Have you found, in the course of your inquiries, that the principal communication from west to east does not extend beyond the limits to which your girdle is taken?—Yes.

737. There is very little communication from west to east beyond the Bank?—Next to nothing, in comparison with the population.

738. Therefore your object is to provide for the description of traffic which you find to flow from the eastward to the westward, and from the westward to the eastward, as far as the limits which you have taken?—Yes.

739. Mr. *Williams.*] Do you contemplate fixing the foundations of the arcade upon arches?—I have only ordinary foundations to it; taking the ordinary levels of London, it would require a little adjustment in all cases, but not very much.

740. In the case of Cheapside, the ground on both sides of it, for some distance, is nearly on a level; how do you propose to cross Cheapside?—Everywhere the railway will, of course, be above the streets; I should come into Cheapside direct with the roadway, so that you could turn aside into the street and go where you pleased.

741. *Chairman.*] Though the public thoroughfare might not be level, you would always have an opportunity in the construction of the roadway of making it upon an incline sufficient to enable you to work it easily?—Yes; I should adjust it generally to come to the main levels, and where in some cases, which would be very rare, it might not do that, I should spur the road down to join the thoroughfare.

742. Mr. *Heyworth.*] It would open, in fact, into all the streets you cross?—Yes, as nearly upon a level with them as possible.

743. Mr. *Williams.*] Suppose you make it upon a level in coming up to Cheapside, how is it possible, with such an immense number of vehicles, that you can carry on your railway on both sides without interruption?—The railway is not on a level with the street at all. It does not touch that level; the railway is always 24 or 26 feet above the line everywhere. I am only speaking of the roadway itself.

744. *Chairman.*] The roadway is as nearly as possible on a level with the thoroughfares, but the railway is so elevated as to cause no inconvenience to any streets you cross?—Yes.

745. Will you now explain to the Committee how you contemplate connecting this great girdle with the various railways which enter the metropolis north and south of the River Thames?—Starting, as I do, from near the Royal Exchange, and going over the girdle again, I will show the Committee how the railways communicate with it. The main girdle passing over the Thames between Southwark Bridge and Blackfriars Bridge, you will see that I go some distance from the river there, in order to enable the girdle to answer the purposes of Southwark and Lambeth, so as to give them the largest possible means of accommodation.

accommodation. On account of Barclay's brewery, which occupies nearly the whole space between Southwark Bridge and London Bridge, I was obliged to bring the girdle a little lower than I otherwise should have done; therefore I join the South-Eastern and the Brighton Railway by a branch; that would also be an arcade and railway, and would give a beautiful communication from Belgravia to London Bridge, and from the Regent Circus to London Bridge; I then pass close to the South-Western Railway.

746. Do you unite with the South-Western Railway?—Yes, I enable a junction to be made in all cases. I do not make a junction, but I bring it close, so that it can be made. I also bring the girdle pretty close to the Westminster Terminus Railway. That is a plan for a railway terminus which I think a very capital plan, and it goes very near to that. The next railway is the Great Western. The girdle goes close to that. The next is the London and North-Western; it goes close to that. The next great railway is the Great Northern, and it goes close to that. It, therefore, upon that side of London puts the Great Northern, the London and North-Western, and the Great Western Railways in direct communication with every part of London. The Eastern Counties Railway being at a distance from the line of the girdle, it is proposed to connect that by the line which is marked on the map. I therefore give complete accommodation to the three great railways, and by making this branch up to the South-Eastern and Brighton station I also give accommodation to that railway, and both the branch and the main line go close to the South-Western. Any person going from the City, requiring to go to the Great Western station, would be able to get to that station in 12 minutes by this communication. He would be able to get to the London and North-Western in about eight minutes, and in about five to the Great Northern; so that with the small branch to the Eastern Counties, and to the London and Brighton Railways, every main railway will be taken in.

*Vide* Plan No. XV. at the end.

747. You see no practical difficulty in making a junction between those several railways you have named and your girdle?—Not any whatever.

748. Mr. *Heyworth.*] In all cases passengers would have to get out of the trains in order to enter the carriages of the railways you have mentioned?—Yes, they must do that of course, it would be impossible to arrange it otherwise.

749. *Chairman.*] They would have the option of going by cab, or carriage, or going by your railway?—Yes; my belief is, that not so many persons who really travel long distances would use this girdle railway on their first coming to London; the advantage to them would not be so great on their first entering London as it would afterwards. I consider that persons living in the provinces are quite as much interested in getting this work done as people in London, because people coming to London and having only a moderate time to get about, are so obstructed in the thoroughfares now, and the distances are so great and the communications so bad that they are put to very great inconvenience, and to them it would be an enormous saving of time, which is also a saving of money. Therefore, as far as the plan goes itself, I consider the empire at large are as much interested in it as the people of London themselves.

750. Would you use the girdle railway for the distribution of merchandise and minerals from the various railways?—Yes; after a certain hour at night I should discontinue the ordinary trains; it would then form a communicating link to all the railways for the purpose of taking merchandise to distribute.

751. You would use it not only for the purpose of distributing minerals and merchandise within the metropolis, but also for passing them through it?—Certainly; I said just now that I thought people coming up at first from the country would not use the railway so much; such persons want to go to particular places, and they would have to take a cab possibly from the various railway stations with their luggage. It would be better for them, probably, in the first instance, to take a cab; but after they are located, the advantage of this communication would become very great. Taking, however, the case of persons coming to London, say from the north, and desirous to go by the Brighton or the South-Western line, they would have the means of instantaneous communication with those stations, and therefore to them it would be an enormous advantage; but to a mere visitor to London, on his first arrival, I do not think it would be very useful in practice.

752. Mr. *Heyworth.*] If hotels and lodging-houses were connected with your

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arcade, it might be an advantage probably?—Yes; in addition to this plan, where vacant land is to be found for the purpose, I propose to lay out places for entertainment and amusement, and also for building hotels and lodging-houses, and all the various kinds of accommodation which London requires, and which this plan is susceptible of giving.

753. What would be the pavement of your structure; would it be of wood or stone?—I have not positively decided upon that point.

754. As it is protected from the weather it might be possibly wood?—Wood becomes very slippery when it is much worn; that is the objection to it; I think very likely some of those asphaltes which are now being discovered and used in various places with good effect might be adopted, but it would depend upon the nature of the traffic which would come upon it; I consider the traffic from the junction near the Waterloo station to the City would be the largest in the world.

755. How would you get rid of the dirt which would accumulate from the animals which would pass through; at present much of it is washed away by the rain?—I should clear it away; I should water the roadway occasionally, and keep it as clean as possible.

756. You think it would not be more expensive to clear that away than it is now?—Certainly not; it would be valuable matter, and I should see that it was collected and carried off.

757. Have you arranged for any communication with the Post-office in your plan?—No; it goes within a short distance of the Post-office.

758. *Chairman.*] Is there anything to prevent an underground communication with the Post-office?—Nothing whatever; as regards the distribution of letters and newspapers, and for the whole arterial communication throughout London, this scheme would at once afford great relief.

759. Do you take into consideration, among the advantages of your plan, the facility with which the Post-office would be enabled to deliver its letters?—Certainly, all over London, and to every district.

760. Mr. *Pilkington.*] How would you do away with the annoyance which would be created by a railway train running so near to private residences?—The detail of that I have not shown upon this plan; I have a very secure plan for accomplishing all that part of the object; I do not join the railway absolutely with the residences; in the detail of the work I make them separate; it is so arranged, that there shall be no noise heard in the interior of the houses, nor any annoyance felt; there would be a double wall between them, and a passage for the air.

761. Lord *R. Grosvenor.*] So that no vibration would be experienced?—None whatever.

762. *Chairman.*] You have stated to the Committee in general terms what your view is; have you formed any estimate as to the probable cost of carrying it out?—Yes. I will first take the line from the Mansion House to Victoria-street, and from the Regent-circus, Piccadilly, to the Mansion House, marked upon the plan with black lines.

*Vide* Plan No. XV. at the end.

763. Why do you take that first?—Because I propose, in the first instance, and as soon as possible, to commence the work by making that portion of it.

764. Do you consider that that portion of the girdle starting from the Regent-circus and going to the Mansion House is the one which is more immediately required?—Yes; for relieving the London thoroughfares.

765. Is it that portion which, in your opinion, would give the speediest return?—It would give a speedy return, and would, to a very great extent, relieve the thoroughfares.

766. The greatest pressure is in that district?—Yes.

767. Therefore, with that view, you commence that portion of the undertaking first?—Yes.

768. I observe, by the plan you have produced, you cross the Thames in three places?—Yes; I cross it between Southwark Bridge and Blackfriars Bridge; then between Waterloo Bridge and Hungerford Bridge; and then a little distance from the Houses of Parliament, not far from Lambeth Palace, going through a corner of the gardens. In getting up these estimates I have gone to the expense of employing an efficient surveyor, and also of employing a person who is known in London as a valuer of property connected with the whole of these districts. The surveyor is in the room now, and can give the Committee, if

if they desire to go more into detail than I shall do, such information as they may require. I have three bridges over the river. The Queenhithe Bridge, including houses and roof, and the whole structure complete, I estimate at 406,500 *l.* The Strand Bridge, which is a much longer bridge, I put down at 754,800 *l.*; that is the part where the bridge crosses, of which I have exhibited an elevation to the Committee. I have a tender from a first-rate contractor to execute this bridge, which I estimate at 754,800 *l.*, for 600,000 *l.*; I put on 150,000 *l.* for contingencies.

769. Lord *R. Grosvenor.*] Are there to be eight arches?—It is precisely like Waterloo Bridge; it will not be so heavy as London Bridge with all the houses upon it.

770. *Chairman.*] What will be the width of the bridge?—The width of the roadway will be 72 feet; the arcade will be 72 feet wide in every part; Lambeth Bridge I estimate at 638,700 *l.*, making altogether 1,800,000 *l.* In the street arcade there are 5,458 yards lineal, at 1,000 *l.* per yard; the roof 45 *l.* per yard; the foundations for the same distance would be 400,000 *l.*; the land and conveyances 3,404,331 *l.*; making a total for the three miles and five furlongs, including the three bridges, of 11,307,941 *l.* I have carried forward that estimate, which I am sure is very much over the mark, and for the whole scheme it will amount to about 34,000,000 *l.*

771. The total cost of the first portion, which you contemplate at once proceeding with, is 11,307,941 *l.*?—Yes.

772. The cost of the whole, including that 11,307,941 *l.*, is about 34,000,000 *l.* in round numbers?—Quite so, estimated upon the same data.

773. That includes the cost of property, compensation to tenants, and everything complete?—Yes.

774. What deduction do you make from that amount for the resale of land which you purchase with the 34 millions of money; have you made any calculation of that kind?—I have not gone into that; in all cases I should say it would be a decided improvement upon the purchase after we had made the arcade, and as it would be impossible to say what quantity of land you must buy extra round the work without going into a detailed Parliamentary survey, it was not necessary for my purpose to go into that part of the calculation.

775. It is necessary that the Committee should know what, in your opinion, will be the amount of deductions from this gross sum by the resale of land?—I have made none whatever.

776. Have you made any allowance in your own mind for the extra quantity of property you would be compelled to purchase in order to get possession of the site for the road?—Yes; I know we should be obliged to buy in some cases more property than we want, but in all cases I believe the advantage would be on the side of this undertaking in the resale.

777. Supposing you had to pay 20 millions extra for the purpose of purchasing additional property, do you consider that in the resale of that extra property, the 20 millions would be recouped, so as to leave the net cost only 34 millions for the whole?—Certainly.

778. What income do you suppose would be derived from the use of the property which would cost 34 millions of money?—I cannot go into that calculation. That was too large a matter for any person to go into entirely on his own account. I have gone into it for the portion from the Mansion House to Victoria-street, and from the Mansion House to Regent-circus.

779. You have made an estimate of the cost of that portion of the work, and you have made an estimate also of the return to be expected from it?—Yes, I have estimates from first-rate builders, with offers to build the work upon those plans for the money, and I have taken a large sum beyond that for contingencies in every case.

780. Assuming that the total cost in round numbers would be 11½ millions, what return do you expect from that portion which you have described which you propose commencing first?—I have put down a few figures in order that the Committee may arrive at something like an accurate estimation of what return may be expected. As I have said already, the bridges will cost complete 1,800,000 *l.* The rental, exclusive of the railway, I estimate would be 124,000 *l.*; I take the houses on those bridges at 30 feet frontage by 48 feet deep, and I put them down at 600 *l.*

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781. Why do you take 600*l.* for frontages of 30 feet by 48 feet; what data have you for assuming that that will be a fair rental?—In order to arrive at that, I desired my surveyor to go to various places in the different parts of London which I will mention, and ascertain the amount of rental derived from various shops, and I took my calculation from those data. In Ludgate-street an equal quantity of frontage would be exactly 600*l.* In Cheapside, for an equal quantity, it would be 750*l.*; in another place in Cheapside it would be 720*l.* In Lothbury, on the same principle, it is 700*l.*; at another place in Lothbury, 660*l.*; at a third place, 650*l.* In King William-street, 560*l.*; in another place in King William-street, 720*l.*; in a third part of King William-street, 570*l.*; in Moorgate-street, 670*l.*; in another part of Moorgate-street, 620*l.*; in Oxford-street, 800*l.*; in St. Paul's Churchyard, 840*l.*, being the largest of the whole number. I take these figures; and, considering that this will be an enormous thoroughfare over the bridges, and all through the dense part of London, I believe my estimate of 600*l.* for the bridges, taking the same quantity of space, will not be too high an estimate. I have in the same district of the street arcade 340 houses, which I also take at 600*l.* I stated before, that I consider that this part of the communication from Waterloo Bridge station to the Mansion House would be the largest thoroughfare in the world. I take 600*l.* all along the street. In the other districts, that is, from there to Belgravia and Victoria-street, I take 400*l.*, considering that it would not be so valuable; and from the Strand to about Waterloo station I take at 500*l.*, on the same principle. I have given you these explanations, taken from various returns in various parts of London, and I have stated three varieties of charges which I consider it fair to estimate for the arcade, being rather under the mark, in my opinion, than otherwise. I get from the bridges 124,000*l.*, and from the street arcade 510,000*l.*

782. Do these eleven and a half millions of money include the erection of the shops from which these rents are to be obtained?—Perfectly, as you see it there.

783. That amount will not only purchase the land, and compensate parties for removal, but it will create a description of property yielding a gross income of 634,000*l.*?—Yes, and I consider that that is a very moderate estimate for it.

784. Does this sum of eleven millions and a half include the cost of constructing the railway also?—Yes.

785. In addition to the 634,000*l.* you would have the receipts from the railway, whatever they may be, beyond the cost of the work?—Yes.

786. Have you made an estimate of that source of income?—I have.

787. Will you have the kindness to state it?—I had the boats taken on two days in May; on the 8th May, and on the 18th May; the average number of passengers on those two days from the boats, exclusive of the halfpenny boats, was 22,332.

788. Was that both ways?—Yes, per day. My surveyor in taking this traffic gave one-tenth of what passed by the Mansion House in various lines of communication, as the traffic which it would be proper to take into account for this communication, that is, only 9,000.

789. Was that in vehicles?—In omnibuses and other vehicles.

790. Does that number include foot-passengers?—No. He took the Southwark and the Lambeth district altogether, and the Westminster district; and he there made the number 23,200, and on foot along the Strand, 59,510.

791. Mr. *Williams.*] Is that both ways?—Yes. Taking two-thirds of this traffic, which I think might fairly be taken to begin with, though I contend it will be very much larger than that, it will yield 506,620*l.* per annum.

792. At what price?—At the average of 3*d.* Deducting 40 per cent. for working expenses, which would be 202,648*l.*, it will leave a profit of 303,972*l.*, making a total of receipts of 937,972*l.*

793. Being equivalent to what per centage on the gross outlay?—About 8½ per cent.

794. Mr. *Heyworth.*] Do you intend to charge every passenger 3*d.*?—I should not charge foot-passengers anything, nor passengers in any vehicle; I should only charge passengers by the railway.

795. *Chairman.*] What is the estimated number of passengers per day?—It is about 105,000 to all the districts.

796. You have no doubt as to the capability of the railway to carry that number

number of passengers?—None whatever, with the accommodation which I supply.

797. Mr. *Heyworth.*] The atmospheric system of railway locomotion has been tried, has not it, and failed?—It has; but I have the assurance of the greatest engineer of our time upon these subjects, namely, Mr. Robert Stephenson, and he is perfectly satisfied that the atmospheric railway can work in this case. He has looked over these plans.

798. *Chairman.*] He was a grea topponent of the atmospheric principle upon railways generally?—Certainly; because the atmospheric system as applied to the general railways of the country is one thing, and as applied to this peculiar plan here it is quite different. But if it would not work on the atmospheric principle, there is no difficulty in working it in any other way.

799. Mr. *Williams.*] Do you contemplate making any charge for foot-passengers or carriages using the arcade?—No, nor the bridges either. I wanted them long since to cover over Waterloo Bridge in this manner, to put out brackets, and to make little shops there; it would have been a capital thing to have done that, and then to have thrown the bridge open; they would have made much more money than they do now.

800. Lord *R. Grosvenor.*] I observe that the railway is represented on the plan as being on the second floor?—I made those plans before I had gone so much into detail as I have since.

801. Do you propose to have an open roof or a closed roof over the railway?—According to my present arrangement it will be necessary to have two stages of railways. They will be in a corridor all the way.

802. Enclosed?—Yes.

803. What is the proposed height of the enclosure?—It will be as nearly as possible 20 feet, according to my remembrance at the moment.

804. Mr. *Heyworth.*] What is to be the gauge of your railway?—The narrow gauge.

805. Is it impossible to contrive any means by which the carriages could run directly from your railway on to the other railways?—There would be no difficulty whatever.

806. Would not that be an advantage, in your opinion?—I rather doubt it. This is a peculiar design; it is a railway for the purpose of accommodating a large town, and the practical difficulty of running off carriages to the different railway stations would be, in my opinion, very great; that is, it would not work in well with the system.

807. Lord *R. Grosvenor.*] Are there to be two lines of rails in each corridor?—There are to be eight lines of railway, two on the lower part and two on the upper on each side; that will be four lines of railway on each side—two in each corridor. On getting up this information as to the number of people likely to go, I saw at once that my original railway was not sufficient.

808. Mr. *Pilkington.*] Would not the corridors be one over the other?—Yes.

809. *Chairman.*] One you would use for express trains, and one for slow trains?—Quite so.

810. As a practical man of business, do you consider that this would be a commercial undertaking which would return a fair profit to the parties who would embark their money in it?—I have not a doubt about it.

811. It would not require any Government aid for the purpose of carrying it through, seeing it would pay for itself?—It would not require any Government aid, but I think it would require Government countenance. I propose to go presently into an explanation of the three modes in which I think this plan might be carried out.

812. Mr. *Pilkington.*] What extent of house and shop frontage have you calculated upon in this estimate of expenditure upon the whole line?—My general estimate of the 34,000,000*l.* is taken upon the basis of which I have given the summary. I have taken that as the basis of the operation. In going through Brompton, as I explained before, I should probably build houses there, but that might depend upon circumstances. It might happen that in getting up to Kensington, where the great scheme for future industrial exhibitions is to be carried out (and that is a very great element in this girdle, that it gives immediate communication to all London from it), it might be

necessary in that part of the arcade to make shops, because that would be an advantage there. Then when you get up by the Great Western station you are going through a district where there are capital residences, and there you might make residences, and so as to Marylebone. There might be a scheme there for residences according to the circumstances of the locality. Taken as a whole, I have estimated the expenditure upon a calculation of the cost at the most expensive part.

813. *Chairman.*] In this estimated expenditure you include building sites for houses along the whole of the line?—I do.

814. You have seen the effect of the various improvements which have from time to time been made in the city of Paris; do you consider that this boulevard would be as attractive to people generally as the improvements have been in Paris?—I think this would make London the grandest city in the world. There are other improvements which I should suggest, upon this being carried out, but this is the basis of the other improvements; this alone would be the greatest novelty in the world. The Committee should bear in mind very strongly that this will make such a beautiful promenade for every part of London. If you wish to get into the parks, it will be perfectly easy to do so.

815. I have asked you that question with a view to found another upon it, which is this: looking at it as a great source of attraction, and calculating what the result might be from the experience of what has taken place in the city of Paris, do you think if the metropolis itself took it up, the cost would be repaid by the great amount of business which would arise from the immense number of people who would be drawn to the metropolis in order to look at it?—Yes, I believe that would form a great element, but I have not taken that as part of my calculation at all; I have taken the existing circumstances of the case, though that which attracts people to London would be, pecuniarily speaking, an advantage to it.

816. As there are three modes in which the money might be raised, first by Government aid, secondly by Metropolitan aid, and thirdly by private speculation, supposing you cannot raise the money by the last mode, and Parliament would not suffer the money of the country to be used for the purpose, and you must rely therefore upon the Metropolitan district itself, do you think they would be justified in giving a guarantee for any amount of money which would be required to carry out your scheme, and that they would be repaid by the immense number of strangers who would come to spend money in London?—It would improve every district through which it would pass, and my belief is that they might with the greatest safety give any guarantee for the accomplishment of it; there are some parts in which it is impossible to calculate the advantage of it, namely, Southwark and Lambeth, and Lower Westminster.

817. Do you consider that the property in the district you embrace would be enhanced in value to the extent of the 34 millions of money which would be required for its construction?—In itself I should say it would pay its own expenses, and yield a considerable profit besides, and it would enhance the value of all the property near which it passes.

818. Lord *R. Grosvenor.*] The charm of the Boulevards in the French capital consists in their being wide thoroughfares, rendered agreeable by being planted with trees, the beauty of the shops, and from there being a space where people can enjoy open air promenades; the great desideratum of the metropolis is for people who live in overcrowded districts, where the air is not good, if possible to breathe fresh air, is not it?—Yes.

819. Your proposal is to have an arcade entirely covered in, and therefore the benefit which is to be derived by the population of London, more especially the working classes, must depend entirely upon the air they breathe in that promenade being what we call good wholesome fresh air; you are aware that a great many experiments by scientific men have been made latterly with regard to ventilation, and a vast deal of money has been spent to endeavour to ventilate the House where Parliament assembles; the very room in which we are sitting has been subjected to various experiments; and you are also aware, I dare say, that those experiments are considered to have signally failed, and at the present moment the subject of ventilation is one in which scientific men differ most widely; do you consider yourself to be able to ventilate such an undertaking as this so as to ensure the advantages I have described?—Perfectly so, and I will explain why. I before stated that it would be of immense importance

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in all the densely populated parts of London to cover the streets over with a roof, not only for the purpose of comfort and convenience below, but also for the purpose of getting a better air into the streets. It is impossible along the streets of London now, in all the districts where there is a dense population, for people to expose their goods; from the chimnies of private houses there is a variety of dirt comes into the streets; by the manner in which I should fix the means of ventilation for the purpose of this roof I should stop all that, except the very small particles which could not be stopped by any means; I should stop the grosser and heavier particles, and keep them on the roof of the building, to be washed away down the drains and carried away underneath, and consequently you would have an opportunity through the dense part of London of exposing any goods the same as you can in a room, and the air would be also better and purer for the people who walked in it to breathe. I have explained that we could ventilate the nave of the Crystal Palace, and make the atmosphere there cooler by this ventilation than it was on the outside; and I therefore feel no hesitation in saying that I could get the same amount of ventilation in this structure at all times of the year; and I go further: I contend that in the middle of July, during the very hot days, it will be the most cool and airy place about the dense parts of London, owing to the manner in which the ventilation will be worked. I have explained the operation of the atmosphere, and as I have had the ventilation of perhaps the most difficult buildings in the world to arrange, I see no difficulty in it. Notions with respect to ventilation have changed in the most marvellous and mysterious manner, but there is only one element under two conditions to contend with, and that is warm air and cold air; it is the passage of that air through the various places which you have to deal with; if you could see it, there is atmosphere here, and you could cut it and divide it, and it is, according to the heat you can apply to it in any process, that it can be kept in motion. Therefore, if in a hot day the sun shines upon this glass, and heats the atmosphere beneath this roof, it seeks to ascend directly; it wants to get out; supposing we had no ventilation it would be all impure and unfit to breathe; if a proper arrangement of apertures is not made so as to give complete currency to the air it would be an impure and improper atmosphere; but on the contrary, when there was no atmosphere outside stirring, in ordinary places, for want of something to move it, the roof of this structure would act as a sort of furnace to move the atmosphere, and my belief is, that it would be better to breathe in and to live in it than an ordinary street.

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820. Do you think you could obtain sufficient control over the currents of air in this arcade, to be able to speak with confidence as to the purity of the ventilation?—If I could find any fault with it myself it would be this, that I could make too many currents in it. I have considered that very much indeed with a view to roof ventilation, and I could get over it, in my opinion. In the hot days of July the difficulty would be the rapidity with which the air would be brought through the arcade.

821. I believe the command of a current of air has always been one of the greatest difficulties parties conducting ventilation have had to encounter?—The difficulty encountered by those minute calculators as to ventilation is, that they have overdone the detail, and have not given sufficient direct communication for the atmosphere. The atmosphere, like running carriages, has a great deal of friction in it, and it may be put in such a position that the friction will take away a large portion of its force. I have had to ventilate the smallest buildings and the largest building in the world, from the smallest garden house, a one-light frame, not much larger than a hand-light, to the Crystal Palace, and I have succeeded in ventilating those, and I am perfectly satisfied I can ventilate this.

822. In ventilation, a great deal depends both upon the direction and the force of the wind; does not it?—It would be so in some cases.

823. If you stretch three bridges with high houses upon them across the river, a strong wind would act upon them with considerable power?—Yes, that is a matter of engineering calculation.

824. The question refers to ventilation, and not to the safety of the structure?—Those would be the most easy places of all to ventilate.

825. Have you any artificial appliances for the purpose of ventilating the Crystal Palace at Sydenham?—None whatever.

826. Mr. *Heyworth.*] The great secret of your ventilation consists in the rarefaction

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rarefaction of the upper stratum of the atmosphere by the heat of the sun, which, as you carry off, the equilibrium must be supplied by the external air from other points, and thus you effect a continual change of the atmosphere?—Yes.

827. In many railway stations there is a current of air rushing through, which is rather disagreeable?—In railway stations they have no ventilation of the roof; I get rid of the difficulty by roof ventilation. When I made the plans of the great conservatory at Chatsworth, which covers an acre of ground, in 1837, I went very much into the system of heating and ventilation, and also the construction of every kind of building in the country; at that time I went so far as to turn my attention even to the details of the manufacture by which those roofs could be made by machinery. If you look into the Records of the Society of Arts, you will find that they gave me a medal for the invention of a new machine for making sash bars, with all the grooves, by one machine; that is the type by which all those machines have been made for the last 15 or 16 years. Up to that time there was no such process for the purpose of planing those bars, and nothing beyond plain boards with their level edges, and round bars and square ones; I turned my attention to that process for the purpose of cheapening the manufacture of this description of building. To cover an acre of ground required a large sum of money at a time when there was a duty of 6*d.* a foot upon glass, and I had to think of every possible means by which I could get it done as economically as possible. I made myself master, as I believe, of the question of ventilation at that time. I proposed in this great conservatory to make a sort of tropical country and a temperate country under the same roof without a division, and this I succeeded in accomplishing. I placed at the south end of the building a large quantity of heating surface. I kept that proportioned till it came down to a very little, or next to nothing, at the other end. By warming the atmosphere at one end in a higher degree, I set the atmosphere of this acre of ground in motion. The currents take a singular direction; and so rapid are they, according to the application of the heat, that the palm-leaves and bananas move about in this building just as they do with a gentle breeze out of doors. There was a constant circulation kept up, and when I required to let in fresh air, I let that in at the northern end; that was for the purpose of not having a stagnant atmosphere. This was completely carried out, and it may be seen in operation at the present time.

828. The north, or hot end, was heated by artificial means; at the south there were no artificial means?—I had the means of letting in the atmosphere whenever I pleased. If you shut up every aperture in the building upon this acre of ground, and set the heating apparatus in motion, the result would be that the atmosphere would immediately get into motion, by the heat being applied in one place and not in the other. The atmosphere, as it is heated, immediately ascends, and in this building it is perpetually undergoing a heating and cooling process.

829. Can you state the highest temperature which existed in that house?—We required to give the north end a heat of 60°, and the other about 45° to 50° as a temperate heat.

830. *Chairman.*] From the experience which you have had in heating large buildings, you have no hesitation in giving it as your opinion that you would produce an atmosphere in this arcade which would be more beneficial to health than the atmosphere which the people of London now breathe?—That is in nine parts out of ten in this district. If a person gets out into Hyde Park, the air may be better than it would be in any building; but, taking the dense parts of London, the arcade would be unquestionably a better place.

831. Will you now have the goodness to explain the mode by which you think this great work might be accomplished?—There are three plans by which it might be carried out; first, the plan of having Government countenance; next, a plan by which it would be carried out by the districts of London; and next, the establishment of a private company; the first plan I consider to be the best. I believe, as I stated in the early part of my evidence, that this undertaking is not to be considered as a local one; it is manifest that it would be to the advantage of the trade of the empire; and London being the centre of the empire, it would not only be an advantage to England, but to every one of our colonies, because whatever tends to give rapid communication to various

parts

parts of this great metropolis is an advantage to all those who have anything to do with it; it being as easy to go from London Bridge to Brighton as it is to go from London Bridge to the Great Western station, I need not say it would be an enormous advantage to every person travelling in the country that some such improvement as this should take place; instead, therefore, of considering it as a local undertaking, I regard it as a national undertaking. About 800,000 people visit London every year from the country; the greater part of those persons want to travel round London. To them of course it must be an enormous advantage to be able to get about rapidly, as they will by this system of communication; I therefore view it rather as a national than a local undertaking; and here let me observe that I believe if we had peace within the next month, there would be such a system of what are called foreign undertakings brought before the public, with guarantees from states, that they would draw a large portion of our surplus money out of the country for the purpose of carrying out those undertakings; and when you consider that the Russian 5 per cent. Bonds stand at 100 in our market, while we are almost at inveterate war with them, it only shows that a new era has been established; that commercial enterprise is to be considered the great thing of the time; and whatever states do, they must of all things recollect that their commercial obligations to other persons and other places is one of the primary things they have to attend to. Those foreign states have given large guarantees for carrying out communications through their countries; France has guaranteed a capital of 32,850,000 *l.* at various per centages upon their public works; but France has never been called upon up to this minute to pay a fraction upon any one of those guarantees; not one sixpence has she ever paid at all. France had not the means of raising money sufficient to carry out those undertakings, but she guaranteed a considerable per centage, and gave such privileges as at once drew capital from England, and has drawn a very large capital from England to make those communications. Their own population at the present time are fully alive to all this, and they are themselves absorbing a large portion of those undertakings, after other parties have made very considerable sums of money out of them. I state it as a fact that that 32,850,000 *l.* has been guaranteed by the French in their various public works, and they have never been called on to pay a farthing of it. You have gone upon that system to a certain extent in your own empire. We have not done so in the Colonies, though I think we might have done it with advantage. In India, however, the East India Company have guaranteed railways, and very properly, to effect communications there, to the extent of something like 10,000,000 *l.*, and there are about 6,000,000 *l.* more in prospect. I do not know what their prospect may be about getting a return; but from all I have heard about their railways, and all I know about what is going on, I believe the East India Company will be as nearly as possible in the same position as I have represented France to be. Therefore, as a preliminary to my proposal, I say that I think, with a great undertaking, requiring such a large amount of money, it would be very difficult to get up an ordinary company to do this work in a proper manner. Therefore I propose to do it by a Government guarantee. I propose that the Government should guarantee 4 per cent. I propose that one-half per cent. should be applied as a sinking fund, which would in 60 years reduce the whole amount, and it would become national property; that is, in 60 years after it was made, the whole of this work, with all the railways and everything connected with it, would be entirely public property. Then I contend that only the working expenses ought to be taken out of it, and the greatest facility possible should be given to the communications of the country. In my opinion, that might be worked out with proper safeguards, and I think that is the safest and the best system; because when you turn to the next plan of getting it done by the various localities of London at the different points of junction, I do not think they would make such an intersection as I propose. There would be difficulties about their raising the money, and about what they ought to do and what they ought not to do; and altogether it would be a very difficult thing to get them to co-operate as one body to carry this out upon a guarantee. If they did so, if they met and agreed, they would have an advantage if they gave this 4 per cent.; but that would not be so desirable, in my opinion. Supposing the London districts to offer a guarantee of 4 per cent., the world would not take it up in the same manner as if the Government guaranteed

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it; therefore 4 per cent. would not do in that case, and they must give something more. The first plan, in my opinion, therefore, is more advantageous, and would enable you to get the money at the smallest per centage. Then when you come to the third and last plan, of doing it by entirely private enterprise by a private company, I am satisfied the scheme would answer if so carried out, and would pay the parties. Still the scheme is of so large a character that it would be a most difficult undertaking to carry out as a private undertaking. I have estimated the cost at 34,000,000 *l*. I am satisfied it could be done for that, and would pay a good return; but I do not think it would be safe for any private company to start to do this work with small means, and I do not, therefore, recommend that as the best plan for carrying it out.

832. Looking at this as a work more of a Metropolitan character than a national one, do not you think, in the event of the Government of the country coming forward with their guarantee to enable the money to be raised upon cheaper terms than it would be by other means, it would be right that the Metropolis itself, that portion of it, I will say, which would be comprised within Sir Benjamin Hall's Bill, should give a counter guarantee to the Government against any ultimate loss?—That would be a capital plan.

833. Supposing the Government, in the first instance, came forward with a guarantee for the purchase of terminable annuities, and they were guaranteed again by the Metropolis, would not that be a desirable plan?—If the cost is to come upon the Metropolis, that is the easiest mode of getting the money.

834. Instead of leaving a sinking fund of half per cent., would not the better plan be for the Government to give terminable annuities, say at 30, 40, and 60 years, the Metropolis itself guaranteeing the Government against any ultimate loss?—Yes, that would be a very good plan.

835. During the construction of the work the terminable annuities might be increased so as to cover the cost and interest, until the whole was constructed the difference between the return and the amount necessary to be contributed by the Government to be secured by a rate?—I do not think there would be any necessity for a rate. I consider the scheme now suggested would be a very good one, but I do not wish, in the beginning, to have a great number of sets of persons engaged in the undertaking.

836. We take for granted that the best mode of raising the money is by a Government guarantee, but the public at large would not consent that the Consolidated Fund shall have a further burthen put upon it to carry out this great project of yours. We, as a Committee, are prevented from entertaining that by our order of reference. If, on the other hand, the Metropolitan districts came forward and said, "We will reguarantee to the Government any loss which may be incurred, and will be subject to a rate for a certain period if we find, at that period, the returns are not sufficient of themselves to compensate the cost of this work," that guarantee would be almost nil, inasmuch as the terminable annuities would expire at three different periods, and the amount of capital upon which interest was to be paid would diminish at the periods so fixed?—I do not see the slightest objection to that plan, but I have suggested the other as my plan.

837. Assuming your plan, or the plan I have suggested, or any other were adopted, whereby Government aid was brought into play, and the country was satisfied that it was a judicious arrangement, in whose hands would you place the control of this great work and the carrying of it out?—My own notion is that I should place it in the hands of a commission to see that it was carried out. That commission I would compose in this manner: in order to unite every interest, and in order to give all parties a voice, I should propose to constitute the commission of 24 persons. I should take eight from the aristocracy; I should take eight Members of the House of Commons, who by virtue of their being Members of the House of Commons may be taken as the best commercial men for the purpose of being upon this commission; and I should take eight merchants, or men of business, from the City of London. I should, in that way, bring three elements into play. I would give the Commissioner of Works, by virtue of his office, a seat at the Board, and the Lord Mayor in the same way, and I should endeavour to compose the commission in the manner I have described, for the purpose of bringing in all the elements of knowledge we could get together.

838. You

838. You would not so much seek for persons who are largely interested in the property of the Metropolis as for parties who represent the general interests of the country?—If you are going to do this work upon the plan of a Government guarantee, without any company, it will be a very different thing from having a company; but supposing it were done by a company with such a guarantee, this commission which I propose would have the power of seeing that the company fulfilled its functions.

839. Mr. *Heyworth.*] Do you consider that any commission employed in constructing this great work could do it so economically as a company would do it who expected to reap an advantage over and above the per centage guaranteed by the Government?—I do not think they would; but I think it would be well to have a commission to look after the company. Independently of this four per cent. which they should guarantee, I should let the Government and the company divide up to six per cent. I believe it would be done better by a company, with the safeguards I propose, than if it were done entirely under a Royal commission.

840. If you circumscribe the profits to six per cent., there might be a considerable sum over and above that, which might be applied towards paying off the original capital?—Supposing you take it as I have suggested, and divide the profits between the company and the Government, the company would get a larger return for their money than the amount of the guarantee, and the Government would get part of the profit for having given its sanction to the undertaking.

841. *Chairman.*] Do you know of any case in which the Government of this country have participated in any per centage in the way of profits upon public works?—No.

842. You are no doubt aware that the railways which the French Government have guaranteed, may be considered as terminable annuities, as at the end of 99 years, the whole will lapse into the hands of the Government?—Precisely so; I have before me a plan which will show the connexion of the various metropolitan railways with the proposed work. One remarkable fact I may here mention. When they made the North London Railway, it was for the purpose of taking goods from the North-Western station to the docks; they did not make in the beginning any provision for passengers; in fact, they considered the carriage of passengers was out of the question, but for the last half year they have received something like at the rate of 70,000 *l.* a year from passengers alone.

843. Mr. *Williams.*] If a company were formed to raise the capital for this work, you would propose that the work should be carried out by a board of directors, nominated by the company, and superintended as to the carrying out of the work by a commission?—Yes.

844. Mr. *Heyworth.*] What is your opinion as to the policy of a government guaranteeing the amount of the principal invested in great public works, where the public themselves will be the parties greatly benefited; do you think that good policy?—I think it is very excellent policy, and one which you will be driven to, even if it is only in self defence, to keep money in the country.

845. When that policy is combined with a lease for a certain number of years, and the provision of a certain amount, as a sinking fund, to pay off the principal, the property then becoming the public property for ever, you consider that as the best of all principles for the Government to act on?—Yes.

846. If our railways had been made upon that principle, the country would have been greatly benefited?—If you had made railways on anything like the principle laid down by Lord Dalhousie, which was unfortunately upset by Sir Robert Peel, you would have had a much better system of railway communication generally through the country, at an infinitely less cost than you have incurred.

847. Saving many millions of money?—Yes; at all events twice as much as will carry out this work.

848. Leaving all the railways public property in 100 years?—Yes.

849. *Chairman.*] You have stated that you would have a Commission, consisting of eight members of the aristocracy, eight members of the House of Commons, and eight merchants of the City of London; if the Metropolitan districts guaranteed the Government against any loss, do not you think it would be

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be right that they themselves should nominate eight of their own body to form one-third of the Commission, so as to see that the amount expended was correct, and would not they, if placed in that position, be the best conservators of the whole concern, because they would be looking after their own interest?—I think that would require a little consideration.

850. Mr. *Pilkington.*] Have you calculated what effect this undertaking would have upon the property in the Metropolis, namely, the shops and other property in the various thoroughfares; would it involve a very great increase of competition?—It would bring about a large amount of competition. I have made various inquiries from shopkeepers and others. I made a discovery from Messrs. Hunt & Roskill, then Messrs. Rundell & Bridge, who used to live upon Ludgate-hill. I found that they left their shop in Ludgate-hill because the road was so jammed up, that people could not come to their shop with safety with valuable property. I consider that all the property along the Strand would be improved by this undertaking, because that will then be a place where people can really go and transact their business, and not a mere thoroughfare for passengers, as it is now.

*James B. Bunning*, Esq., called in; and Examined.

*J. B. Bunning*, Esq.

851. *Chairman.*] YOU are the Architect and Surveyor to the City of London?—I am.

852. The Remembrancer kindly undertook that you should come before this Committee and present them with a plan of such improvements as are contemplated, or rather sanctioned, by the Corporation; have you prepared such a plan?—I have.

*Vide* Plan No. XVII. at the end.

853. Will you be so kind as to produce it?—I will (*producing the same*). The following is the explanation attached to it: "Improvements agreed to by the Court of Common Council. Holborn and Snow Hills. By this plan it is proposed to alter the roadways, which are tinted pink, by raising the base of the hills at A. 12 feet 6 inches, and forming the following gradients: from the base of the hills to Hatton Garden, from A. to B., a gradient of 1 in 40; from the base of the hills to Seacoal-lane, A. to C., 1 in 80; from the base of the hills to Stonecutter-street, A. to E, 1 in 40; from the base of the hills to West-street, A. to G., 1 in 96; the estimated cost of that alteration is 333,000 *l.* This amount does not include the cost of the formation of the lines of streets from Holborn-bridge to Long-lane, and from Cowcross-street to King-street, which were proposed by me when reporting (17th January 1854) on the expense of raising Holborn valley; nor any amount for the formation of the Meat and Poultry Markets, here shown on the site of Smithfield, all of which are now under consideration of the Committees of the Corporation." At the present moment the erection of the Meat Market, which is there tinted blue, and of the Poultry Market, and the formation of these streets, are now under the consideration of the Committee.

854. There are some improvements in contemplation from Earl-street to New Cannon-street, can you point them out?—This is the line (*pointing out the same*); I have shown here the line of Cannon-street as now executed, from the Statue of King William the IV., in King William-street to St. Paul's. This portion, from Cannon-street to Trinity-lane, has been carried out. The explanation proceeds: "When this street was first laid down by me it was intended to continue the line to the Mansion House." But, as I have before said, only this portion is now executed, because the line to the Mansion House has been given up, and that from the Statue to St. Paul's Churchyard was adopted instead. The line to the Mansion House was intended "to form a direct communication from Blackfriars Bridge to the Bank, Royal Exchange, Stock Exchange, &c., with a view, in conjunction with other lines submitted to the Improvement Committee, to relieve the traffic in Cheapside. The portion agreed to be done by the Corporation extends from Earl-street to Cannon-street, of which some 270 feet from the latter street have been formed, and 195,440 *l.* is now required to complete the said line to Earl-street."

855. Have you made any estimate of the cost of continuing Cannon-street to the back of the Mansion House?—No.

856. Have you any idea in your mind what would be the probable cost?—No.

857. It

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857. It appears to be about half the length of Cannon-street; judging from your experience, as architect to the City of London, do you think it would cost more than 50 per cent. of the total cost of the improvements in Cannon-street already executed?—Cannon-street would supply little or no criterion for judging of that; this would be a street in which we should have two sides to form; in the largest portion of Cannon-street we have only had one side.

858. You can give the Committee no idea of the probable cost of making that extension?—No; the property is so various that it is impossible to do so.

859. Whether it would amount to a quarter of a million, or a million, you are unable to say?—Taking the returns from the ground, upon the re-erection of the buildings, I do not suppose it would amount to a million.

Mr. *William Moseley*, called in; and further Examined.

Mr. *W. Moseley.*

860. *Chairman.*] THE Committee understand that you are anxious to make some addition to your former evidence?—I am anxious to say that the guarantee I spoke of I do not think essential to my plan; it might be carried out, possibly, without the guarantee, if circumstances require it. I wish also to say that I registered my plans and scheme, as proposed to the Committee, as long ago as December 1852. In the same month I introduced it to Lord John Manners, at the Woods and Forests, upon the introduction of Lord Colchester. I subsequently tried to carry it out by a public company. Among other gentlemen, I applied to some of the directors of the Crystal Palace Company, who united themselves with me in getting it up, but nothing has yet been done.

*John Hawkshaw*, Esq., called in; and Examined.

*J. Hawkshaw*, Esq.

861. *Chairman.*] ARE you a Civil Engineer?—I am.

862. Have you given the question of communications within the Metropolis your consideration?—I have.

*Vide* Plan No. XVIIII. at the end.

863. Have you a plan which you wish to submit to the Committee?—I have two plans, both of which were brought before the late President of the Board of Trade, and they have also been brought before Sir William Molesworth; they are plans of a very different character. There are two modes of dealing with the railway communications in London: one kind of railway would be that which would connect the existing railways, for the purpose of transmitting all the traffic of the various railways from one to the other, and may be said to be an extension of the general railway system; the other is the formation of railways, simply for the purpose of relieving the streets, which may be termed, in fact, street railways. The first plan is one which was called the London Railway, which was designed for the purpose of connecting the various lines which enter London with each other, and also for the purpose of relieving the streets, to some extent; but it is a railway proposed to be constructed in the ordinary manner; that is to say, it is not to be a sub-way, nor covered by an arcade, but constructed on the usual and ordinary plan. Generally speaking, it would be below the level of the streets, so that at the places where it crossed the streets it would not be observed; there would be a bridge over it, and by lengthening the bridge a little, parties using the streets would not be aware that a railway was crossing beneath them. It commences near Turnham-green, and passes through that village; it crosses the West London Railway, and makes a connexion with that line; then it passes to the south of Hyde Park, and comes ultimately through Westminster, passing under Great George-street; passing under the streets in Westminster. It would be an open railway in places where it would be proper to have it open; the depth of the railway is sufficient for a covered way to be made in places where it would be desirable to have it covered. Having passed Great George-street, it then comes out on to the banks of the Thames, and runs along the River side till it gets opposite Southwark Bridge, where it leaves the River, and continues till it makes a junction with the Blackwall Railway; it also effects a junction with the South-Western Railway. It would connect every one of the railways, and would form a good communi-

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cation between them, and would be very useful also for local traffic, as will be seen by an inspection of the map.

864. If the scheme suggested by Mr. Giles were carried out, of a subterranean railway to the Euston station, it might connect itself with your line of railway where your general station is, on the banks of the Thames?—Yes; it is proposed to have a general terminus at the end of Hungerford Bridge, therefore anything that is proposed to be done to Hungerford Bridge might be made to communicate with that station.

865. It appears that this railway you have laid down upon the map is with a view of accommodating the traffic from east to west in a straight line?—Yes.

866. Commencing at the junction of the Blackwall Railway, and terminating at Turnham-green, where it joins the loop line of the South-Western?—Yes; to be worked in the ordinary mode by locomotive engines.

867. It opens a communication with the London and North-Western by what is called Punch's line, at Kensington?—Yes; an Act of Parliament has passed by which the London and North-Western have purchased that line.

868. Is it contemplated to extend that line, and bring it across the Thames?—That has been spoken of; it will speedily become the property of the London and North-Western. The Great Western have the liberty of becoming parties to it, but it is left optional to them.

869. Is it a narrow gauge railway?—It is laid upon the mixed gauge.

870. Have you had any communication with the Board of Trade upon the subject of this line?—Yes; this line was brought by me, in connexion with the late Mr. Geach and Sir M. Peto, before Mr. Cardwell, and was fully explained to him and to Captain Galton. Mr. Cardwell expressed a favourable opinion of it. He said it was the best scheme which had been brought before him for a general railway. Of course this is not devised merely for the purpose of street traffic; merchandise and coal could get along it.

871. Does it interfere with much good property?—Looking at it upon the map you would suppose it does, but in walking over the line you would find it gets through with comparatively small interference.

872. Would it exclude access to property on the Thames?—No; you see the floating basin between the railway and the shore. I propose to construct that with openings of 100 feet, so that the barges should pass underneath, and communicate with the wharves, as they do at present. It would be an advantage to them.

873. Lord *R. Grosvenor.*] It is important for the navigation of the river, that the tideway should be interfered with as little as possible, is it not?—It is; we should put down a number of piers, and pass across with iron girders, and the barges would pass underneath.

874. Mr. *Heyworth.*] Does your scheme connect itself with the Post-office?—It passes near it, but does not connect itself with the Post-office.

875. *Chairman.*] There is nothing to prevent its being connected with the North Metropolitan line?—Nothing at all.

876. Great stress has been laid upon the importance of having a communication over a bridge near St. Paul's, so as to connect the Post-office with the railways to the south?—In making that bridge, it would be possible to construct it as a roadway and a railway.

877. Has this measure ever been before Parliament?—No.

878. Lord *R. Grosvenor.*] Do you propose that it should be carried out by a company?—Yes. In reference to a general terminus, I do not believe in the practicability of bringing the traffic of all the railways in London to one point; I think it would be absurd to attempt it, and that it is utterly impracticable. This would be a terminus for express trains; you might start London and North-Western trains, or Great Western trains, supposing you choose to have two gauges, from that station. The various companies might start one, or two, or three express trains from the station, but you could not unite all the railway stations in one.

879. *Chairman.*] It would give all minerals from the north of England an opportunity of proceeding from the river bank into the heart of the metropolis?—Yes.

880. Have you any idea of the cost of this line?—Yes; the cost has been estimated as carefully as it is possible to get at the cost of a thing of the sort. The great difficulty is to estimate the property; but the plan adopted has been to ascertain what has been the cost of similar railways in London, and assuming similar districts to take that as the scale, which I think is a safer mode than simply sending a land valuer over it. Dealing with it in that way, I have made the land to cost 1,450,000*l.*, and the works 1,476,000*l.*, which in round numbers I have called 3,000,000*l.*

881. Have you taken the traffic which exists upon the roads?—The traffic has been arrived at in the same way, by ascertaining the number of passengers carried on the various lines; on the Blackwall line and the South-Western line; and applying it in the same way to this line, I have a gross revenue of 451,000*l.* and a net revenue of 270,000*l.*, deducting 40 per cent for working expenses. That upon 3,000,000*l.* would leave 9 per cent. With respect to the traffic, it will be evident to gentlemen conversant with the district that the traffic would be only limited by the capacity of the railway to carry it, being, as it is, a railway running from the extreme west of London to the extreme east.

882. Lord *R. Grosvenor.*] Have you gone into the details sufficiently to warrant you to express any confidence in the estimate you have placed before the Committee?—I am confident as to the works, and I think the mode of getting at the cost of the land is better than any other kind of valuation.

883. Do you know the cost of the South-Western Railway from their original station at Nine Elms to the Waterloo-road?—I have not the cost before me.

884. Is it true, as it is stated, that it cost 1,000,000*l.*?—It is not unlikely.

885. Mr. *Pilkington.*] What would be the length of that South-Western line?—About a mile and a half.

886. That would give a cost of about 600,000*l.* a mile?—Yes; but I do not know what that involves; they have made very large stations.

887. Supposing that were correct, your present estimate would appear to be rather under the mark than over it?—Yes; but a great portion of this line is through fields; more than one half of it; and then a portion of it is along the Thames, where the price of the land would be nominal.

888. You said that Mr. Peto and Mr. Geach went to the Board of Trade with you; had they any intention of forming a company to carry out the scheme?—They expressed a high opinion of the line; that was at a time when it would have been unwise to attempt to form a company. The Board of Trade were at that time, it was supposed, anxious to improve the railway communications of London, and it was thought desirable that this plan should be brought before the Board of Trade, and also before the Board of Works. At that time I did not recommend them to form a company, but I thought it was advisable that the Board of Trade should be made aware that there was such a scheme, in order that they might be able to compare the scheme with others brought before them then.

889. Did they ask from the Board of Trade anything, in the shape of assistance, in carrying out the plan?—No; they merely sought to make the Board of Trade acquainted with the scheme, in order that they might be aware of its existence.

890. *Chairman.*] By means of this line you take a middle course, and a direct one from the west to the east?—Yes; I have another plan, which I would beg to exhibit to the Committee, which is a railway for the purpose of accommodating street traffic only, to relieve the streets. It is contemplated to go under ground, similar to the metropolitan railway. It is proposed to start from Cumberland-gate, and to go along Oxford-street to Bow-street. There is another branch, and that starts from Albert-gate, or from Hyde Park-corner, and passes along Piccadilly till it joins the Oxford-street Line at Bow-street. From Bow-street, it is proposed to construct a new street, nearly in a straight line to the end of Cheapside, with a railway running beneath it. This street is, for a considerable portion of its length, coincident with a street which has been recommended by a former Commission, running near Lincoln's-inn-fields. A considerable portion of it may be said to have been determined on, as far as previous inquiries are concerned. It comprises, therefore, a railway made along the course of existing streets, namely, Oxford-street and Piccadilly, till they

*Vide* Plan No. XIX. at the end.

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they converge at Bow-street, and from that point there will be a new street to Cheapside, with a railway under that street.

891. Mr. *Pilkington.*] How will you cross Farringdon-street?—Over it; the railway will have to come out to the surface there; there will be no difficulty in doing that.

892. The gradients will allow it?—Yes; having crossed the str et, it will dive down, and get under ground again.

893. You do not propose to go to the Exchange, do you?—No; it would be difficult to get along Cheapside, and therefore it is proposed to stop at that point; as far as Cheapside, there is no practical difficulty in constructing the line.

894. How would you light the railway?—With gas. If locomotives were used, they must not make smoke, and they must condense the steam. Whether the line should be locomotive or atmospheric, would be a matter for consideration.

895. Mr. *Heyworth.*] Have you sufficient confidence in an atmospheric railway as to believe it might be worked?—No one, I believe, has had doubts as to the possibility of working it. The contest about it was, whether the operation of it was not too costly a mode of working to be adopted generally, and I think it too costly for general application.

896. Is not a railway worked on the atmospheric plan liable to get frequently out of repair?—Where there is a great length, the trouble of keeping a vacuum is very great.

897. Mr. *Pilkington.*] Have you estimated the cost of this line?—Yes; some of these figures have been supplied by another gentleman, with reference to the value of the land and frontage; with reference to the works, I am responsible. The cost of the line I make 3,257,190*l.*; and then there is the value of the frontage. The frontage would be sold in the ordinary way, and has been estimated at 958,419*l.* The estimated minimum revenue, that is, net revenue, is 206,250*l.*, allowing 40 per cent. for working expenses; that will leave about 10 per cent.

898. What would be the charge for passengers?—Varying from 2*d.* to 6*d.*

899. There would be stations at which to put down and take up passengers?—Yes; and access to the different streets at various places.

*Vide* Plan No. XIX. at the end.

900. Do you allow for more than two lines of railway?—Only two lines of railway. I have a diagram (*pointing to the same*), showing the mode in which I propose to construct the lines. The first thing to be done would be to make a sewer on each side of the street, and we should have chambers for gas and water pipes which would be readily accessible; by that arrangement, afterwards all necessity for taking up the pavement would be avoided, which, in London, is becoming an intolerable nuisance.

901. Will not that endanger the buildings along some of the streets?—Piccadilly and Oxford-street are very wide streets; there would be no danger if caution were used. In one or two places we must buy some property.

902. On this plan there appear to be double the number of rails in the new street to what there are in the branches?—That would be a matter for consideration; it would be desirable to have four lines of rail in the new street, if the parties thought they could afford it; but at present I have only estimated for a double line of way.

903. Mr. *Heyworth.*] This railway does not connect itself with any existing railways?—No; this is only for street traffic; to relieve the thoroughfares.

904. You would not suggest the idea of having branches communicating with the railways?—No; I do not think this kind of line is adapted for the conveyance of merchandise or coals; it is purely for street traffic; you could not find room for goods.

*Veneris*, 8° *die Junii*, 1855.

MEMBERS PRESENT.

Mr. Jackson.
Mr. Oliveira.
Mr. Pilkington.
Mr. Biggs.
Mr. Heyworth.

WILLIAM JACKSON, Esq., IN THE CHAIR.

*John Fowler*, Esq., called in; and Examined.

*John Fowler*, Esq.
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905. *Chairman.*] HAVE you any observations to make to the Committee in reference to the subject of metropolitan communications?—I wish to put the Committee in possession of the exact position of the Metropolitan Railway, for which an Act of Parliament has been obtained, and the works of which are about to commence. In the Session of 1853 a part of that scheme was sanctioned from near the Edgeware-road to King's-cross, a distance of two miles, with a capital of 300,000 *l.* That was avowedly an imperfect scheme; and the intention was expressed of coming forward in the next Session and completing it so far as to join the northern railways with each other and with the Post-office. That was done last Session. The scheme of last Session was to join the Paddington station by two lines, one for passengers and one for goods, in connexion with the Great Western Company, who are shareholders in it, and to join the London and North Western at Euston-square, and the Great Northern at King's-cross, taking the line down to the Post-office, and there terminating in such a manner as shall communicate conveniently with the Post-office vaults, where the letters could be put into the vans. That was done in conjunction with the Post-office authorities, and with their entire sanction. The total length of that scheme, including the part sanctioned in 1853, is 4¾ miles, and the capital is 1,000,000 *l.* The works have not yet been commenced, owing to the war and the depressed state of the money market, and the determination of the directors not to proceed till the whole of the shares had been taken up. Every share has now been taken up, and the works are about to commence. That is the position of the Metropolitan Railway as it stands sanctioned by Parliament. What I now propose to explain to the Committee is an extension of that system, which will complete the communications with the Southern and Eastern Railways, both with each other and with the Post-office.

906. Do you contemplate forming any connexion with the Eastern Counties Railway?—Yes.

907. And with the Brighton and the South-Eastern?—Yes, and the South-Western. I will place the plan in my hand (*producing the same*) before the Committee. The part coloured black shows the sanctioned line; the part coloured red shows the extensions, which would put the northern railways, by means of the sanctioned Metropolitan Railway, in communication with each other and with the Post-office.

*Vide* Plan No. XX. at the end.

908. Mr. *Oliveira.*] How do you propose to cross the river?—By a bridge. The length of the part coloured red would be three miles and three quarters; that is all the additional railway beyond the Metropolitan Railway which will be necessary to effect the whole of these connexions. The Metropolitan Railway, coloured black, is entirely under ground; part of it is a tunnel, and part of it in the lower parts of Victoria-street, would be the ordinary construction of a railway like that approaching Euston-square, with bridges over the line. The red extension, from the Post-office, would emerge from the ground near Old Fish-street, and then pass over Thames-street over the river, and by means of a viaduct of ordinary construction join the South-Western on one side, and the

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the London and Brighton on the other. The extension to the Eastern Counties would be entirely under ground, having a station at Moorgate-street in its course. I may say that that is a station which the Eastern Counties have been a good many years anxious to secure, and the extension between the Moorgate-street or Finsbury-circus station and their own line is one which they have thought most favourably of as a means of getting a better station than their existing one, with which they are very much dissatisfied. Every portion of this line has been carefully matured and worked out. Opposite the Great Western Hotel would be a passenger station, communicating under the street with the new passenger station on that line, for which the levels are exactly suited. The branch line, parallel to the Grand Junction Canal, is for goods alone, and is so laid out that a through train can pass along it quite conveniently.

909. *Chairman.*] That is not the case with the London and North-Western Railway?—No, that is only a passenger communication, and the Great Northern the same. It is in contemplation between the companies to make to the Great Northern, and to the North-Western Railways, a similar communication at some future time to that which has been already sanctioned to the Great Western Line, so that coal trains and goods trains can come along the Great Northern, and by means of the North London along the London and North-Western to any part of the City which the Metropolitan Line will communicate with.

910. So far there is a preponderance in favour of the Great Western?—There is; that may have arisen from the greater necessity the Great Western had to get further into the City.

911. It must be evident to you, that if this railway which is to communicate with the north and south sides of the metropolis is ever sanctioned, it must be sanctioned upon the principle of giving to every railway company in the metropolis the privilege of using it?—We feel that, and are quite prepared to carry it out on that principle, so much so, that I have considered the details of doing it, and it can be done conveniently.

912. Would the Metropolitan Company be prepared, when they come for this measure, to bring forward a scheme which would give that perfect communication both to the Great Northern and the London and North-Western?—No doubt they would. The communications connecting the different railways can only be carried out in conjunction with those railways. The parties interested in the London Bridge station and the South-Western, as well as the Great Northern Companies, must themselves feel the value of this communication, and must be active parties in co-operating to carry it out, in order to enable it to be done with prudence and success.

913. Some valuable evidence has been given to the Committee by Mr. Bennoch, who seems thoroughly to understand the wants and requirements of the City of London, in reference to a through communication from the north at Islington to the south at the Elephant and Castle, by means of a bridge on a high level, on the east side of St. Paul's Churchyard, which seems to be the site you have chosen for the passage of your line. Your levels, I presume, will enable you to suffer the bridge you require to be so constructed that it might answer the double purpose of a railway bridge and a passenger bridge?—Quite conveniently. I have in my hands a section of the line from the Post-office across the river, joining the London Bridge station and the South-Western station. We have no gradient worse than 1 in 100, and there is no street which it is at all difficult to deal with. Therefore it would be easy to pass a road over it with the railway above, or, which I should think preferable, to make the road on the same level, and alongside the railway.

914. The land rises very suddenly upon the north of the Thames to St. Paul's Churchyard, and would make a very steep ascent and descent to the bridge, which it is desirable to avoid, therefore Mr. Bennoch suggests the plan of carrying a passenger bridge across for the general traffic upon a high level, and having underneath it a railway?—Reversing the state of things on the high level bridge at Newcastle, nothing could be more convenient than to do it in that way.

915. Have you a section of the line upon the Southwark side?—Yes (*producing the same*).

916. How much above the water level do you come?—The rails would be 29 feet above.

917. How is that as compared with the level of the Waterloo station?—It is a little higher than the Waterloo station; it would descend 1 in 100 from the bridge, and then be on a perfect level to the Waterloo-road and the London Bridge stations.

918. Is it necessary to carry your bridge so high above the water as 29 feet, 22 feet being the minimum required by the conservators of the river?—Twenty-nine feet will give us 26 feet of clear headway; that will still allow us four feet above the 22 feet; I was myself concerned in the new Westminster Bridge, and I know the conservators opposed the lowering of that bridge very much indeed; I was not aware they had come to the conclusion that 22 feet would suffice for all the bridges of the river. In order to be perfectly safe, I have assumed the same level as the existing bridges; therefore anything which will permit me to lower my level will increase the facility of carrying out the works, and diminish the cost.

919. And it would increase the facility of the public in getting on to the bridge from the Surrey side?—Certainly; I think in many cases the public using the river are too much considered, having reference to their relative importance, as compared with the public using the bridges and communications over the river.

920. Do you contemplate putting a station upon your bridge?—Not on the bridge, but on each side there will be a waterside station both for passengers and goods.

921. Will that give access to the steamboats on both sides of the river?—Certainly; the River Thames is in itself a most convenient and economical branch to any communication which can get down to it.

922. Do you contemplate having a depôt for merchandise as well as a station for passengers?—Yes.

923. You cannot probably take upon yourself to say whether the parties connected with the Metropolitan Railway have entertained this matter to such an extent as to enable you to say that they contemplate coming to Parliament to carry it out?—Yes, I can; the period and the manner of their doing so will of course depend on circumstances; but they quite contemplate carrying out a scheme as similar to this as the working out of the details very carefully will permit to be done. The Chairman of the Company is now in the room, and if I say more than I am authorised to say, I hope he will correct me. It is no part of their scheme to bring all the railways to one common centre; they do not believe such a thing would be convenient, and, therefore, they have along the course of the line intermediate stations, at convenient places; and at Victoria-street, a place which is very favourable for the economical construction of a large station, they make such a station; at Finsbury-circus they propose to have another; and wherever it is necessary to have stations in various parts of London, they provide them so as to give convenient access to the public and prevent the great inconvenience to the streets which the bringing of so many railways and so many people to one centre would necessarily cause.

924. It has been stated by Mr. Bennoch that the saving of time in carrying the letters between England and France would be equivalent to an hour if there were a railway communication at this point; have you considered that question?—Yes, I have, and I have discussed it with the Post-office authorities; their calculation and my own do not go to that extent; about three-quarters of an hour they suppose would be the saving; probably passing the river may be one of the circumstances which may increase the saving. In making the communications with the northern lines they reckon upon a saving of three-quarters of an hour, and what they consider very important is the security which would arise from having the Post-office vans carried in at once to the place where the letters would have to be sorted.

925. Have the company any idea of going further westward with the line?—They have looked at that question, and the plan which I now produce will show the course they have in view (*describing the same*).

*Vide* Plan No. XX. at the end.

926. Can you state what is the character of the bridge which is being built at Battersea?—The present Battersea Bridge is a road bridge; it is a suspension bridge.

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927. As far as your engineering experience goes, you scarcely think that would be applicable to railway purposes?—No, nor is its position adapted for it. The present Chelsea Bridge is the point at which I should propose to cross the Thames. Although that is a possible extension which the directors have thought of at some future time, it is not to be compared in their minds with the completion of the line from the Post-office to London Bridge and to the southern railways.

928. Taking the Great Northern station as the centre, it would not make much difference whether they come round to the east or to the west?—It would not.

929. By this scheme you would give the whole of the northern and the north-eastern portion of the population of the metropolis access by railway to the Crystal Palace?—We should. I look upon this as almost a Crystal Palace line in a certain sense; that is, it would give every part of London such great convenience in getting to the Crystal Palace, that it would, no doubt, increase the number of people going there to a very considerable extent.

930. You see no reason, do you, to prevent this communication between the Post-office and the South-Eastern and the South-Western Railways being used both for the purpose of the public as a bridge and for railway purposes as well?—None whatever.

931. You see no difficulty in entering into an arrangement with those who might represent the public interest to join in the construction of a bridge of that kind?—None whatever; and from the experience we have had, in conjunction with the City authorities, I am quite sure there would be no difficulty in doing that. The City authorities have met us in every way in the most liberal manner. They were laying out the neighbourhood of Victoria-street with new streets, and they asked us to make a slight deviation of our line a few yards, and we were very glad to do so, inasmuch as it did no damage to the line, nor injured it in any way; and upon their part they have given us every assistance and facility they possibly could. We have every assurance from them that that will continue, and I have no doubt it will.

932. You think there is no difficulty whatever, supposing the City were left in a position to construct this bridge, in entering into an arrangement with them for the erection of a double bridge, giving them the use of the upper portion of it, and taking the lower part for the railway?—I am sure we should have no difficulty in doing that.

933. What would be the probable outlay which would be involved in the proposed extensions?—The cost of extending the line from the Post-office to the London Bridge station and the South-Western station, with a short connecting curve, extending it also to the Eastern Counties line, and giving a station at Finsbury-circus, would be two and a half millions. That is a very liberal estimate, and would make four lines of rails throughout

934. Including the bridge?—Yes, including the bridge. In making this estimate I have, perhaps, greater advantages than most people, because, in addition to having what is known of the cost of the South-western extension and the Blackwall extension, I have had the advantage of the new estimates made from King's-cross to the Post-office, both for works and for property, and I have collected all those materials together; and using my own judgment, and making a very liberal allowance, I have arrived at this estimate of two and a half millions, and from that circumstance I have considerable confidence in its accuracy.

935. Are there any engineering difficulties in the way?—None. The extension from the Post-office to London Bridge and the South-Western Railway is singularly free from any difficulty, and from interference with property, or with streets. The only streets interfered with are Old Fish-street, which must be raised 18 inches, and Upper Thames-street, which must be lowered about 18 inches. The extension to the Eastern Counties is under the ground, and there, although the works would be heavier, the property is much less to purchase.

936. Are you of opinion that if this junction is made, it will tend to diminish the pressure upon the present thoroughfares of the City of London?—There is no doubt of it; it has been stated by Mr. Laing, of the Brighton Railway, and there can be no higher authority, that there are 250,000 persons pass every day

day from the Post Office to London Bridge and back again. A considerable portion of those coming to the London Bridge station by railway would come to the Victoria station, or to the St. Martin's-le-Grand station, or the Water-side station, or the Moorgate-street station; it is fair to presume that two-thirds of them, at least, would be taken from London Bridge.

937. Mr. *Heyworth.*] You do not make use of Smithfield as a station?—No, it is inconvenient in several respects; the ground there is deep, and it is of a square awkward form.

938. *Chairman.*] Should you have a station at the Post-office?—We have a public station at St. Martin's-le-Grand; the communication into the Post-office is for Post-office purposes alone.

939. You would have a station upon the river side, a station at St. Martin's-le-Grand, a station at Finsbury-circus, and a station at Victoria-street, so that you would have four means of relieving the traffic within the City?—We should. The station in Victoria-street would answer the purpose of a Smithfield station, and that station would be entirely above the ground, from the circumstance of the ground being so low.

940. Will you supply the Committee with a small skeleton map, showing your present Metropolitan line, with the contemplated extensions, and the various stations?—I will do so.

941. Are you aware that a railway is contemplated to be made, to start from Kew, running through the western part of the Metropolis, striking the river at Hungerford, and going on by means of an embankment, so as to terminate by means of a tunnel at the Post-office; have you seen that scheme?—That is the one which was explained by Mr. Hawkshaw yesterday. I think it will not be required to be carried out in its integrity when the Metropolitan Railway is carried out. Part of the scheme suggested by Mr. Hawkshaw I think very highly of. If a line is to go from Kew by means of the South-Western to the Post-office, I think the red line will accomplish that object in a very inexpensive and convenient manner; the other part of Mr. Hawkshaw's plan, I think, is very good indeed.

942. There is one description of traffic which you do not embrace in your scheme; that is traffic proceeding westward, and traffic from Kew and Brompton, and that district?—That would be effectually provided for by the Western extension, up to Hammersmith. We have surveyed this, and gone into it with such care as to know that the line is perfectly practicable, and at a moderate expense. The extension to the westward to Hammersmith, and across the river at Chelsea Bridge, would give the western accommodation which is spoken of.

943. Do you intend, in presenting your plan to the Committee, to lay down that extension as a component part of your scheme?—A component part in this sense; we contemplate that as a thing we may, in all probability, carry out hereafter, but a thing certainly to be contemplated and carried out after the more important communication has been first secured. I think, under present circumstances, no one is in a position to pledge himself to any of the schemes which have been proposed. What I desire to impress upon the minds of the Committee is, that in bringing this plan before them, we do not come before them as mere schemers; we are a company with an undertaking already sanctioned by Act of Parliament, and for the execution of which the whole of our capital is already subscribed.

*William Malins*, Esq.; Examined.



944. *Chairman.*] YOU are Chairman of the Metropolitan Railway Company?—I am.

945. Can you fully corroborate all that Mr. Fowler has stated?—Quite so.

946. With reference to an Act of Parliament being obtained for that line, and to the amount of capital being subscribed?—Yes.

947. And also your intention to carry out this extension which he has submitted to the Committee, and a plan of which he has laid before them?—Certainly.

*George Parrott*, Esq., called in; and Examined.

*G. Parrott*, Esq.

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948. *Chairman.*] THE Committee understand that you wish to give some evidence in reference to what was stated by a witness yesterday?—I do.

949. Will you state to the Committee what it is you desire to lay before them?—I wish to bring before the notice of the Committee a plan for relieving the immense traffic of the metropolis; it is not altogether new, inasmuch as we propose making a new street, and underneath that a railway, which railway is to be extended westward from the end of Cheapside; I should say the new street now proposed is the street which has been recommended to previous Committees of the House of Commons by Mr. Bunning; commencing at the end of Cheapside, and crossing Farringdon-street by a bridge, it crosses Chancery-lane south of the new Record Office; it continues in a perfectly straight line till it comes to the corner of Bow-street in Long Acre; by that means a fine new street, as wide as Regent-street, will be constructed for the convenience of the metropolis, for relieving the traffic of Holborn on one side and the Strand on the other. By making that wide new street through the metropolis it is proposed to remedy very much the present over crowded state of the present streets; also to bring a new channel of ventilation into the heart of the metropolis, and do away with a great deal of bad property which now exists. I believe no worse property exists than that about Chancery-lane, by Pickett-place, and just north of the Strand. It will clear away a great deal of that property. The general advantages of making this new street are well known to the Committee, from evidence given to former Committees, the reports of which are now before me; our plan is to make a railway underneath that new street, extending it when it arrives at Long Acre by means of two forks, one under Long Acre and Piccadilly to Hyde Park Corner; the other, from the corner of Bow-street and Long Acre, by High-street, Bloomsbury, and Oxford-street, either to Cumberland Gate or the end of Westbourne-terrace. We shall make two forks coming to one point, under the new street, which will be carried under what has been hitherto called a perfectly useless portion of the metropolis. Underneath the new street, and other streets, in the position in which the custom has been to place the gas and water pipes, we propose, by making two small chambers at the side of the railway, to make convenient places for the passage of those gas and water-pipes.

*Vide* Plan No. XIX. at the end.

950. This proposal is identical with the scheme which was laid before this Committee by Mr. Hawkshaw, is not it?—It is the same.

951. What, in your opinion, will be the cost of the construction of this scheme in its entirety?—The cost, taken from the estimates of various parties which have been compared with previous valuations, is, for the new street and the property adjoining, about two millions of money. Underneath the street, the construction of the railway will be separate; but when the new street exists, the construction of the railway will not be so expensive, as it will be underneath the other portions of the existing streets. Underneath the new street, the cost of four lines of rails would be under 100,000*l.*, the new street being a mile and nine chains in length.

952. Exclusive of the cost of the railway, your estimate is about two millions?—The cost of the property for making the new street would be about two millions.

953. Have you formed any estimate of what would be the cost of the railway included in the two forks?—The railway underneath the old streets will cost about 150,000*l.* a mile; that would be about 90*l.* a yard forward.

954. Your object being to take the traffic from both sides of Hyde Park, and through the intermediate district lying between the two forks, down to Cheapside?—Yes; the more convenient mode, I apprehend, for the public, would be to bring it under Cheapside, if it were possible; but Cheapside is so exceedingly narrow, that only two lines of rails could go underneath; and it would be open to considerable objection if the railway traffic from one fork stopped at the Post office, and the other were carried on to Cheapside; though that might be done, and it would be very much for the convenience of the public if it were brought down underneath the space in front of the Royal Exchange; there is a wide open space there, and if the railway were brought underneath, and the public ascended by a flight of steps into the area in front, there would be no great congregation of people to inconvenience the traffic of London; they might

might come from their places of business, and by descending these steps into the railway trains, it would at once carry off the great body of the traffic from that very densely crowded place, the Poultry; it would also be very easily managed, if it did not require so much capital, to continue the line from the westward to Notting-hill on one side, where there is a very dense population passing backwards and forwards every day to the City; and on the other side to Gore House, or somewhere in the neighbourhood of Kensington. There are no engineering difficulties with respect to that extension, and it would afford an immense convenience to a large body of persons living in that neighbourhood.

955. Mr. *Heyworth.*] Will not the inhabitants of Notting-hill be supplied with railway conveyance by the new Metropolitan line?—The Metropolitan line goes only at the present time as far as the Great Western station.

956. And the Great Western line goes near Notting-hill, does not it?—There are no stations at Notting-hill which supply the people with what we should call omnibus traffic. The time consumed in getting out of one train and into another would be so great, and the inconvenience of the double communication would be such, that they would not prefer that to the ordinary omnibus traffic.

957. Your scheme would be a competition with that railway, would not it?—I do not think that there would be any competition; the Metropolitan Railway, at the present time, does not propose to go further than the Great Western station.

958. Mr. *Pilkington.*] In estimating the cost of the new street at two millions, do you estimate the cost of the property for the line of railway merely, or the property in the immediate neighbourhood?—We take a space of 140 feet in width; that is, for the houses on both sides of the street.

959. Have you calculated upon purchasing property which you would afterwards have it in your power to re-let or re-sell as building land?—In the purchase of property, which we estimate at two millions, there would be ground rents out of that which would be worth one million of money at least; we estimate the average price of the ground rents at about three guineas a foot, and that at 33 years' purchase will give as nearly as possible a million of money.

960. Of course, the two millions would not be the net cost, but the gross cost reduced by the value of the ground-rent subsequently?—The two millions is the gross cost. There will have to be deducted the value of the frontages. In that two millions is included a certain portion of ground which the City wish to make improvements in, about Fetter-lane; that is for straightening Fetter-lane, and making it a more valuable means of communicating north and south, and certain other improvements about Newgate Market, for which there must be a small deduction. There would be deductions of about 300,000 *l.* more, so that from the two millions you would have to deduct 1,300,000 *l.*, leaving a cost of about 700,000 *l.* to be provided for.

961. Mr. *Heyworth.*] In the two millions of expenditure, do you include the cost of the formation of the line itself?—The two millions does not include the railway cost.

962. Nor the sewerage?—No, the sewers are separate; those we call architectural works, the sewers and the pavements. We should be recouped for that to a certain extent in the arrangement of the houses and the ground-rent.

963. That would be an expense over and above the estimated cost of two millions, or the net cost of 700,000 *l.*?—Partly so, and also the expense of the bridge over Farringdon-street would be over and above the two millions. It is proposed to carry the street on a dead level the whole way, by a bridge over Farringdon-street; the railway when it comes to the bridge would pass to the centre of the street bridge, so as not to interfere with the traffic, but there would be an opening in the centre of the bridge, so that the traffic to the City would go on one side and the traffic from the City would come on the other; it would divide the traffic at the higher portion of the bridge, and it would be very easy and much for the convenience of the traffic that such an arrangement should exist.

964. Have you taken into consideration the consequences which might arise from so large a body of hydrogen gas being collected in these chambers if there

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should be a leakage?—Yes, and it is proposed that from station to station there should be dividing screens put up between the chambers, so that on the one side the chambers can have no connexion with the railway, there being four feet of brick-work between, so that neither gas nor water, if they escape from the pipes, can pass into the railway tunnels; and, on the other hand, those chambers for the gas and water-pipes will be sufficiently large to enable persons to walk up and down, and persons will be appointed every day to walk up those passages to see to the security of the pipes, which will be placed upon shelves without any friction or any corrosive matter being brought into contact with them. Persons will pass through those dividing sections from time to time who will close the aperture again, and they will detect any leakage such as has been suggested. There is another important use to which these chambers will be applied: Professor Wheatstone is one of the supporters of this plan, and one of the committee, and he intends applying them to the purpose of his electric wires; he proposes that every merchant in the City shall have a little box put up in his dining-room, communicating with his office in the City; at a very small expense he proposes to furnish this box; I believe the expense will be only 10 *l.* or 20 *l.*; and at a further cost of five or three guineas a year he proposes to keep the consumer of electricity supplied with electricity, and to keep the wires in order, so as to give him perfect communication between his residence and his house of business. That will produce a revenue, we expect, of from 20,000 *l.* to 30,000 *l.* a year. Then again, there is another very important matter: it is of course known to every gentleman that there is an immense amount of English capital locked up in goods in retailers' hands; if a retail silk mercer, for instance, has the means of a rapid communication, such as electric power gives him, with his wholesale house, the wholesale house might have round it little square boxes, each belonging to one of its customers; it would spare the retail dealer an immense amount of capital in keeping goods in his house which he could immediately order from the wholesale house about two miles off; that is to say, as most of the Manchester warehouses are at the end of Cheapside, and the retail dealer may be in Regent-street, directly any customer wanted an expensive velvet or anything of that kind, instead of having to keep it in stock, might transmit the order for it, and the goods might be supplied to him in an incredibly short space of time; in a quarter of an hour the Manchester goods-man could take a number of yards of velvet at once from his stock, and supply it by railway to the retailer. By means of that an immense amount of capital in the aggregate would be realised, and it would be a great saving to the community at large. That is only one out of the many purposes to which this communication might be applied. Another use to which these chambers would be applied is this. Any gentleman connected with gas companies or water companies is aware of the expense those companies are put to in taking up the streets and relaying them, in order to get at their pipes. It is estimated by gas companies that from one-tenth to one-twentieth of all the gas made by them is lost in leakages in the earth. As these channels in Oxford-street and Holborn, and Piccadilly and the Strand, form the great channels for their communication with the rest of the metropolis, it would be a great saving for them to have a chamber which would save them the enormous expense of from time to time having to take up the pavements, thereby stopping the traffic. By enabling men to go into this chamber, and to shift the pipes, and where a certain pipe is in a particular chamber, they would have the means of pushing the pipe along till it came to a station in this chamber, and then the pipe might be repaired and replaced through the station, without interfering with the surface of the street.

965. Have you ever estimated the amount of saving which this facility would involve?—It would be impossible to estimate it. I suppose to each company it must amount to several thousands a year. The saving would not only be in the prevention of leakage. By means of this channel of communication the companies would have the means of remedying leakage forthwith, and the saving, therefore, would not only be in the less quantity of gas generated and lost in the earth, but also in preventing the enormous cost of taking up a street and relaying it. The cost to the parishes from taking up a street is enormous. When the side of a street is taken up for the relaying of a pipe, the whole of the traffic of the street naturally goes over the other portion. When that is relaid again, that portion of the street just relaid is higher than the other. It is some time before the traffic goes upon that high side; carriages naturally going

going where there is the least impediment. The consequence is, that one side of the street becomes worn out before the other, and the whole of it has to be relaid, because, just as it is laid down, perhaps, it has to be taken up again, and by that means an immense cost is entailed upon the various parishes through which those companies pass with their pipes, which cannot be avoided in any other way except by some such plan as this. We, therefore, not only carry off the traffic from above the street by taking it below the street, but we add to that the means of passing advantageously with pipes and sewers through the street, by which means, when a street has once been laid down in solid granite it will wear for years, which now it does not, in consequence of the constant taking up of the pavement. The railway will cost about 700,000*l.* The architectural works will cost 200,000*l.*, and the sundries about 100,000*l.*, forming a gross capital of 3,000,000*l.* It may be important for the Committee to know, that we have been at great pains in estimating the traffic which passes over the two great lines of Oxford-street and Holborn upon the one side, and Piccadilly and the Strand upon the other. It has been discovered from three great sources, first, the Excise returns; secondly, returns from omnibus and cab proprietors; and thirdly, by having persons stationed at considerable cost at the various points of communication along those roads, to observe the actual traffic. We find along the Oxford-street and Holborn line, 100,000 persons are carried in various carriages per day to and from the City; and along Piccadilly and the Strand, as nearly as may be 150,000 persons daily. Out of this number we assume that one-fifth will prefer the superior speed, economy, and comfort of a railway. Whereas, from Westbourne-terrace to the Post-office at present, it takes three quarters of an hour at least in an omnibus, we shall take passengers in about a quarter of an hour, saving half an hour. The omnibus takes passengers for 6*d.*; by railway they would go for 4*d.*

966. Mr. *Heyworth.*] What do you suppose will be the net proceeds of that traffic?—We propose to have 200 trains in the course of the day, and 200 return trains. Along Oxford-street we suppose 50 passengers will go by each train, the carriages being capable of holding 300; along Piccadilly, 85; that gives 20,000 passengers per day along the Oxford-street line, and 34,000 along the Piccadilly line. Various persons connected with the city and with railways have looked over this, and they uniformly agree that the very least number of passengers we shall find ourselves obliged to carry will be 50,000; we shall charge an average of 4*d.* per passenger, that gives 900*l.* per day; taking 310 working days at 900*l.*, it gives 279,000*l.* per annum; 55 half traffic days at 450*l.* will be 24,750*l.*, and for goods, electric telegraph, &c., say 50,000*l.* per annum, making a total of 353,750*l.* per annum.

967. What do you make the net amount of the traffic?—Deducting the working expenses, 141,500*l.*, it would leave 206,250*l.*; that would yield about 10 to 15 per cent.

968. Are you quite sure that this great number of passengers will go along your line, being underneath the ground and in the dark?—The ventilation will be most perfect. First of all there will be frequent passages of trains along the line backwards and forwards; the stations will be numerous, and there will be no difficulty in carrying up the sides of the houses ventilating shafts; also in the centre of the streets we have lamp-posts now; in the centre of those lamp-posts hollow places may be made for ventilating shafts; the carriages themselves will carry lights at all times, and as the stations are frequent, and the railway is a very short extent, there will be no difficulty in giving sufficient light. The ventilation will be perfect, because the engines will be conducted on a very simple process. It is well known that five miles before the great trains on the London and North Western and the Great Western come in, the stokers put out their fires; they have steam enough to carry them on those last five miles. The extent of our railway is only two and a half miles, and it is proposed to have stationary boilers at each terminus to heat the steam, so that no fire will exist in the tunnel; and as, the way being covered over, the carriages would be of a very light description, the power required would be consequently less, and it is considered by engineers that we should convey the carriages along the line without any difficulty at all. There is one other point which I should wish to bring to the notice of the Committee. In making the large lines of street in the metropolis it has been hitherto the plan that if the streets are made by

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private individuals, the Government should come forward to their assistance and take off the burden which exists. In making new streets within the metropolis, there is always a loss of one-third of the cost. That has been the case in the city and in the new Victoria-street, and the Government paid one-third of the cost out of the Consolidated Fund. They gave 350,000 *l.* out of the Consolidated Fund for the construction of that new street. I think if a new street affording such immense accommodation to the public as this proposed street will do were carried out by private enterprise, some assistance should be rendered by the Government to a certain extent, as has been the case on former occasions; and although it is delicate ground to touch on, I think it is desirable, if such assistance could be given in the first instance, even if it were by way of loan, the security being the property purchased with the capital of the company—I think if a loan, amounting to a third of the cost of the street, were given by the Government, they would only be doing what they have done on former occasions, particularly in the case of Victoria-street, where they paid one-third of the cost of the construction of the new street. I have before me the report of a Committee for the establishment of railway termini in the year 1846. They reported to Parliament, after the examination of a great number of plans, and they came to this conclusion: "That if any time hereafter it might be deemed advisable to admit railways within those limits, this should be done in conformity with some uniform plan carefully laid down under the authority of Her Majesty's Government, and sanctioned by the wisdom of Parliament; and that under no circumstances should the thoroughfares of the metropolis, and the property and comfort of its inhabitants, be surrendered to separate schemes brought forward at different times, and without reference to each other." I wish to mention that this plan has been laid down with due reference to the various plans which have been laid before Parliament, and I believe it interferes with no particular plan at the present time; the North Metropolitan Railway running north of the town, this runs directly in the centre and heart of the metropolis, and it is calculated to afford more accommodation to the public than any plan which has been laid before any Railway Board at the present time. I believe there is more traffic in the metropolis to and from various parts than there is in the whole kingdom beside. The plan now brought before the Committee is capable of being extended to a very great degree, extensions which would promote enormously the benefit of the metropolis. It is capable of passing a line over Hungerford Bridge, which has been made expressly for a railway bridge, and being taken on to Camberwell or Clapham. It would have the capability of affording a central means of communication to all those parts, which would not interfere with any plan at present brought forward. It would afford a central and convenient communication, without any interference with any existing thoroughfares, but, on the contrary, relieving them to the greatest possible extent.

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*Jovis*, 14° *die Junii*, 1855.

MEMBERS PRESENT.

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| Mr. Jackson. | Mr. Pilkington. |
| Mr. William Williams. | Mr. Heyworth. |
| Mr. Biggs. | Lord Alfred Hervey. |
| Mr. Oliveira. | |

WILLIAM JACKSON, Esq., IN THE CHAIR.

*Lionel Gisborne*, Esq., called in; and Examined.

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969. *Chairman.*] YOU are a Civil Engineer?—Yes.

970. You have had some experience in that capacity?—I have been about 13 years in the profession.

971. I understand that you have turned your attention to certain matters which, in your opinion, will tend to improve the communications within the Metropolis?—I have.

972. Among

972. Among others you have a plan for embanking a portion of the Thames?—Embanking a portion of the Thames, and forming along the embankment means of communication between the West End and the City.

973. Have you any plan, showing what you propose doing?—Yes (*producing a plan*).*

974. I perceive by this plan that you contemplate making a roadway on the south side of the Thames, and a railway upon the north side of the Thames?—Yes.

975. Commencing on the north side at Westminster Bridge, passing by Hungerford Bridge, Waterloo Bridge, Blackfriars Bridge, and terminating at London Bridge, by means of a railway?—Yes.

976. On the south side you commence the roadway to the westward of Lambeth Palace, and continue it until you arrive at Southwark Bridge; is that your plan?—Yes; the roadway on the south side of the Thames is not at present designed further than Blackfriars Bridge. As regards the plan beyond Blackfriars Bridge, I only propose to construct a quay wall, to secure the river-side property which at present exists there; so that when the river is dredged (which I shall further explain) that river-side property shall not be injured.

977. I see that by your plan on the south of Westminster Bridge your roadway rises with an inclination of 1 in 43 on both sides of the bridge?—Yes, on the south side of the river it does.

978. And at Waterloo Bridge you have there a rise of 1 in 32?—Yes. I must remark that all the gradients have been rather altered since this plan was introduced, and I shall be able to explain upon the larger plan that good gradients can be made by sacrificing a certain part of a property appropriated for houses. These gradients have been made here upon this plan, because it is based upon a self-supporting system; that is to say, that the property created is to pay sufficient interest to secure the capital laid out.

979. Will you take the large plan, and state what your further object is, and the manner in which you propose to carry it out, and the probable cost, and the return which you expect?—The general design of the plan is, first, to improve the navigation of the river, and thereby to improve the means of communication between that part of the town of London which is the west end and the part at the east end; secondly, to create upon the embankment, which is made by improving the navigation, the best means of communication that can be afforded by a plan which is strictly self-supporting. If the principle of a self-supporting plan be given up, then the embankment here created may very likely be adapted to greater public use. The portion of the plan which you see coloured blue (inside) is the river, as it is proposed to contract it. The portion so coloured blue on the outside represents tidal basins, to be created for the accommodation of the present wharfingers. That which is coloured yellow represents wharfs and the roadways; that which is coloured red represents building-ground; ground to be leased for buildings. At present, as the Committee are aware, a certain portion of the bed of the river is laid dry at low water. It is proposed to erect quay walls on each side of the river, so as to give a width of 700 feet; and to dredge the river to a minimum depth of five feet, so that at no time should any portion of the bed of the river be exposed at any state of the tide. In order to effect that, it is necessary to found these quay walls at a low level; and the foundations have been designed to be laid at a level of 20 feet below low water, by means of iron cylinders; the same plan that has been adopted at Chepstow Bridge, across the Saltash, and at Rochester Bridge; and I believe it is partially adopted at Westminster Bridge. The tidal basins are to accommodate the trade which exists at present, and also to accommodate the trade which will exist upon the new wharfs to be let; and you will observe that at present, the two banks of the river are the only accessible wharfs. By the plan proposed the present wharfage will be trebled, but instead of having two lines of wharfs you will have six; on the Westminster side there will be one on the river side, one on the inside of the embankment, and one on the quay wall. On the Southwark side there will be one on the quay wall and one on the inside of the embankment and the present wharfs on the Southwark shore. In order to get to these tidal basins they will be kept at a regulated level of from three to four feet under high tide. It is necessary to provide entrances into them to accommodate the present traffic. The entrances are so provided that any vessel which now can come up the river will pass at high tide under the highest arch of the lowest bridge, and get into those tidal basins.

* *Vide* Plan No. XXI. at the end.

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980. At what time of tide?—At high tide.

981. At high tide only?—That is to say, the entrances will always have 20 feet of headway. The quay wall is designed, as you will see, upon this general section, at a level of 21 feet above high-water, and only in a very few places will that amount of headway be reduced.

982. Would you be precluded at low tide from getting into the tidal basin from the river?—You would.

983. Would there be any objection to have lock gates?—I propose to have tidal gates. The objection to lock gates is, that you would be liable not to have sufficient water in the reservoir.

984. What would be the level of water in the basin, as compared with the level of the water at low tide, when you would always have five feet of water in the river?—The regulated level of the basins would be 13 feet 6 over low tide.

985. Then would not you have a sufficient quantity of water from the basin itself to lock out?—That would depend entirely upon the number of entrances, and upon the quantity of traffic.

986. Might not you have one lock basin, which you might use at certain states of the tide, and in which you might secure a sufficient quantity of water to supply the lock?—That could be done if it was found advantageous to have locks instead of tidal gates. That could easily be done, taking care that you have sufficient water not to strand your vessels behind the gates, by running off the supply.

987. If you are to lock all the barges which are to fill this long basin inside the embankment, and you can have only the top of the tide to do it, must you not have many entrances to enable you to accommodate the traffic that will fill the basin?—I have estimated for 14 entrances upon the Westminster side, and 12 entrances upon the Southwark side, 26 entrances in all; so as to give an entrance upon the average to every three wharf owners.

988. Mr. *Heyworth.*] Would there be any objection to having partitions occasionally?—Not the slightest, if the wharf owners wished to do it. It is proposed in the tidal basins to vest in the wharf owners a certain width of river shore in front of the present wharfs. The present state of the river, and the present law respecting it, is very unsatisfactory. You find some wharf owners who have piles out 150 and 200 feet in front of their wharfs, for which they pay a rent to the Corporation. The Corporation and the Admiralty are always squabbling about who owns the fore-shore of the river; they never can settle the question, and the wharfingers upon the river banks tell me that it is a constant source of litigation. I should propose, therefore, to vest in the present wharfowners 20, 30, or 40 feet of this tidal basin for them to do what they like with, taking care to leave a passage large enough for two barges to pass at any time.

989. *Chairman.*] I understand that you contract the river to 700 feet width?—I propose to contract the river to the extent contemplated at Westminster Bridge, namely, 700 feet. The only exception is London Bridge, where for a short distance it would be contracted to 650 feet. It would not interfere with the full discharge of the water, because that portion of the river is now considerably deeper than the other portions, as this plan will show you (*producing a plan*).

990. The effect of narrowing the channel will be to make it still more so?—It will. The blue line upon this plan represents the shoals as they exist at present, and towards London Bridge the water-way is much clearer with a greater depth. This plan exhibits the soundings below a five feet level.

991. Mr. *Heyworth.*] Do you consider that if your plan was carried out, the depth of the river would be increased by the current?—The tendency would be to increase it; but the present tendency is to increase it.

992. *Chairman.*] You do not at all interfere with the shore above Westminster Bridge, on the Westminster side?—No.

993. The effect of narrowing the river below Westminster Bridge would be to make the scour of the back-water operate more strongly upon the surface of the river so as to effect a greater cleansing?—It would. I anticipate that if these improvements are carried out the tide will rise higher in ordinary tides than it does now, because it will have greater facilities for running up.

994. Some engineers are of opinion that if you take away from the margin of the river a portion of the space into which the tidal water now runs up, the effect will be to diminish the scouring power of the river. On the other hand it

it has been held that if you contract the lower part of the river, and do not interfere with the district above that part which you want to be scoured, the effect of the back-tide with the freshes of water will be to cleanse and scour the river deeper. Do you agree in the latter opinion?—I do, with the reservation that everything depends upon the depth of the water. As the scouring power of the water is in a direct ratio to the quantity of water which comes up; and as that ratio does not depend upon the breadth only, but upon the square of the depth, it follows that if you increase two feet in depth you add four times that amount of scouring power; so that by increasing the depth of the river you add to the scouring power in a far greater ratio than if you only increased the width, leaving the depth the same.

995. Have you made a calculation of the quantity of matter which you would get out of the bed of the river, in effecting the deepening of which you speak; and would it be sufficient to carry out the roadway and the building sites which appear upon this plan?—It would, generally speaking. There may be a few thousand yards more or less necessary; but you will see that the quantity of filling is not very great; because, upon the sections which I now show to the Committee (this being the section of the Middlesex side) they will observe that the filling only goes to three feet above high water; everything above that is utilized by means of a set of cellars, between the height of three feet, and the height of 21 feet, which is to be the height of the surface embankment, and by means of warehouses at the back. The whole of the ground-floor will be at the level of from three to four feet above high tide.

996. By "cellars" you mean wharfs for merchandize?—Yes; cellars or wharfs, which will communicate right across from the front of the quay wall to the back of the embankment.

997. Mr. *Heyworth.*] Out of the action of the tide?—Yes; I put nothing below low water.

998. *Chairman.*] Do you make any allowance for any extraordinary rise of the tide by the pressure of the wind or other circumstances?—I have taken the height of the highest tide at which I have been able to arrive, upon published evidence.

999. Mr. *Heyworth.*] But your plan contemplates making the tide higher than it has hitherto been?—I stated that, in my opinion, it is probable that by giving the tide greater facilities to rise, in consequence of the free run along the two quay walls, with a smooth surface, the ordinary tides might rise higher than they have ever risen before.

1000. *Chairman.*] You think that a greater quantity of water will come from the ocean than comes now?—Yes; but I do not think that the extraordinary tides will rise higher, for this reason, that the extraordinary tides are caused by freshes in the river meeting the spring tides; and those extraordinary rises of the tide would not be altered in position by the proposed alteration in the river bed.

1001. Mr. *Heyworth.*] If the tide rose higher, would not that throw a much larger column of water into the upper part of the river above London?—I think not, because the tide will not rise higher, in consequence of the difference of fall which at present exists between Westminster Bridge and London Bridge.

1002. *Chairman.*] Do you know what is the inclination of the bed of the river?—I could not state exactly, but there is a general section of it here; I think generally it is between three and four feet per mile.

1003. Will you now describe what you propose to do upon the Middlesex side?—The Middlesex side, as far as the tidal basins are concerned, will be the same that I have described upon the Southwark side, the difference being, that on the Middlesex side there are no tidal basins above Whitehall, and on the Southwark side the tidal basins go as far as the stairs at Lambeth Palace.

1004. Do you contemplate in this plan putting a railway?—In the small plan I contemplated putting a railway commencing at Westminster Bridge; in this plan I contemplate commencing it upon the made ground above Hungerford Bridge.

1005. All that waste land on the side of the river which, as waste land, now presents such an unsightly appearance about Hungerford Bridge, you intend to inclose?—I do.

1006. And to convert it into wharfs and warehouses for mercantile business?—Yes.

1007. Leaving the site between your main road and the property belonging

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to the Duke of Buccleuch and Richmond-terrace not interfered with?—Except as far as regards the carriage-road; I propose to continue the carriage-road as far as Westminster Bridge on the Westminster side. If the owners of property in Whitehall, the value of whose property depends upon the view from the property, should object to it, then I should say, on commercial considerations, this road is an expense without a return; so that, as far as my opinion would go, to a commercial company I should say, Do not make it. As far as my opinion would go before a Committee of the House of Commons, who are looking to the public benefit, I should say, Do make it; but the question must depend upon the opposition afforded by the owners of property in Whitehall and between that and Westminster Bridge.

1008. Supposing a road to be created for passengers, commencing at Westminster Bridge, where do you terminate it on the Middlesex side?—At St. Paul's Wharf.

1009. With what main thoroughfares would it communicate?—Starting at Westminster Bridge it communicates with Whitehall-place, Craven-street, Buckingham-street, Waterloo Bridge, going both over it and under it, the Temple by a footway, Blackfriars Bridge, going both over it and under Norfolk-street, and St. Paul's Wharf. I must remark, that although I terminate at St. Paul's Wharf, where there is at present no road, I have been obliged to do so in consequence of the narrowness of the river below St. Paul's Wharf and the very valuable property which runs into the river below it, on the Westminster side particularly.

1010. Are you aware that the Corporation of London contemplate making a road from New Cannon-street to Earl-street, which will open a direct communication with the foot of Blackfriars Bridge on the Middlesex side?—I am aware of it.

1011. Would your road be consistent with that?—Perfectly so.

1012. Then the effect would be, that the traffic which now flows along Parliament-street and Whitehall and the Strand, and so to the City, would have a much shorter route for getting to the City?—There will be three different means of getting to the City for three different classes of traffic. I will call the attention of the Committee again to this section of the Middlesex side, which shows that on the river side of the quay-wall the ground is occupied as follows: first, an esplanade for foot-passengers, covered with a Paxton roof of glass, having a headway of 24 feet in the clear, and running from Westminster Bridge to St. Paul's Wharf, all covered with glass.

1013. What is the width of that?—Twenty feet wide.

1014. Entirely devoted to foot-passengers?—Entirely devoted to foot-passengers. I might add, that since the Smoke Act has come into operation, any nuisance that might formerly arise from steamers coming alongside the Quay-wall to land passengers is done away with; so that there is not that objection which would have existed a few years ago to having such an esplanade, more particularly lined with shops. Next to the esplanade comes a range of buildings 50 feet wide, which range of buildings, however, is only to be erected where the present river-side property is such that its value depends upon its commercial position, not upon the view afforded by it. The exceptions, therefore, in which buildings would not exist are from Westminster Bridge to Scotland-yard, and in front of Somerset House, and in front of the Temple. With respect to all the other portions of the present river-side property, their value depends upon their position for trade, and not upon the view they afford as residential property.

1015. Would not the effect of this covered road-way for foot-passengers be to intercept the view from the property you speak of?—No, because it would be covered with a Paxton roof of glass, supported upon pillars, having a height of 24 feet; or if there was a great objection to that, in front of this residential property, it might be made uncovered for that distance. Wherever there is anything affecting residential property, I have studied to give the greatest convenience to the public without detriment to the property. But looking at it as a commercial undertaking, every saving of expense that you make in front of the residential property, for which there will be no returns, will be a saving in the estimate, and an advantage to the individuals who carry out the undertaking. Behind this front of the houses will be a road 40 feet wide, running from Westminster Bridge to St. Paul's, going over and under every bridge. This road will be the great coaling road of London. I do not anticipate to bring

bring upon this road either omnibus traffic or much cab traffic, but it will be the great mercantile communication between Westminster Bridge and the City. It will do away with the present objection which exists of the steep approaches up Villiers-street, up Buckingham-street, up Cecil-street, and all the other streets that come up to the Strand, and Fleet-street, and Cheapside, from the river. The Committee must have often remarked that a coal waggon coming up has five or six horses in a line drawing up the coal, stopping the whole traffic of the street. That will be done away with. The coal traffic and the great mercantile traffic on this side of London will be carried along this 40-feet roadway up to Saint Paul's Wharf. I submit that 40 feet is wide enough for such a purpose, though it would not be at all wide enough to carry the main traffic of London.

1016. Why do you make it so narrow as 40 feet?—Because the warehouses which are coloured red upon the plan are to be 60 feet wide, each set of warehouses being calculated at a frontage of 30 feet. If it is agreed that 40 feet is not wide enough for that road, then you must reduce the width of the warehouses from 60 feet to 40 or 30 feet, adding the difference to the road.

1017. It is a question of warehouses or road?—It is a question of revenue on the one hand, and public accommodation on the other. I am arguing the question entirely on commercial grounds. If the site of the warehouses is reduced from 60 to 50, or 40 feet in width, it adds that much width to the road, but diminishes the revenue by so much; so that it is entirely a question to be considered what revenue can be derived from the property to be built upon, which is the principal revenue that is to be derived for the purpose of the undertaking.

1018. You intend to throw the street open for the use of the public?—Yes; there would be no toll either upon the esplanade or the road. The railway again starts from opposite Scotland Yard, where a railway station will be made upon the ground acquired by the embankment, and will run to Fishmongers' Hall at London Bridge. The adaptation of the railway to the embankment, so as to lose as little building ground as possible, was when I first proposed it quite a novel feature; but I am happy to say, that I have since got the authority of Sir Joseph Paxton in his evidence before this Committee for the adaptation of it as practicable, and that it can be carried out without injury to the property built. I propose to run the railway, in the back parlour of the house where there are houses; and where there are no houses, to run it upon the open embankment. So that there is, first, the esplanade 20 feet wide, then a shop 25 feet in depth, and then the railway encased in such a way as to cause no injurious vibration to the property in the house. I think that I can bring authority to the Committee to show that a railway encased in the way I propose, forming a sort of house tunnel, with, if necessary, chambers in the walls to prevent vibration, will not injure to any material extent the property so created.

1019. In short, you see no engineering difficulties in carrying out your scheme?—No.

1020. In a commercial point of view how do you propose to raise the capital necessary, and in what mode do you expect a return?—I have an estimate framed upon prices which I have been able to ascertain, are beyond those actually now being paid in London for works, such as Westminster Bridge, Chelsea Bridge, and works of a similar description that require deep foundations, and iron work and masonry combined, and the total amount of the estimate is 1,883,000*l.*, of which the works will cost 1,621,000*l.* You may say in round numbers that the total cost of the undertaking will be 1,900,000*l.*

1021. Do you include anything for the site of the land which you extract from the bed of the Thames?—Nothing. I include 100,000*l.* as compensation for temporary injury done to wharf-owners during the progress of the works.

1022. Your scheme is based upon the supposition that the owners will consent to your having the site of the land?—Yes, without charging us any rent, or, if we are to have it upon lease, at a nominal rent. By the word "owners," I understand the owners of the foreshore of the river, viz., the Corporation or the Admiralty.

1023. In what way do you contemplate satisfying the owners of the present frontages to the river. Do you intend to give them the same amount of frontage which they at present occupy?—As far as the wharf-owners are concerned, I put them in a better position than at present, because I secure them their boats always afloat.

*L. Gisborne*, Esq.

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1024. You intend to make no charge for that?—I intend to make no charge for that; and what is more, I intend to give them an actual vested right in the property in front of those wharfs to an extent (which may be decided upon in evidence) that will not be injurious to the general traffic of the tidal basins, and to a breadth varying from 20 to 40 feet.

1025. Then on the north side of the tidal basins you contemplate giving the frontages to the owners of the property?—I contemplate giving them on the north side of the tidal basins a frontage varying from 20 to 40 feet as vested property, to be attached to the property which at present exists, so as to do away with all the litigation and all the abuse that has taken place about the proprietorship of the foreshore of the river.

1026. Reserving to yourself all the quay-room upon the south side of the basins?—Yes.

*Vide* Plan No. XXI. at the end.

1027. And all the land coloured red upon the map you intend to devote to building purposes?—Yes.

1028. Giving to those parties who purchase the land a frontage to the river and a frontage for business?—Yes, two new frontages.

1029. Will you hand in your estimate of the cost?—

[*The same was delivered in, and is as follows:*]

THAMES IMPROVEMENT, LONDON.

ABSTRACT OF ESTIMATE.

| Rates. | | £. s. d. | £. s. d. |
|---|---|---|---|
| | Middlesex Side: | | |
| 15 *l.* 15 *s.* per ton - | Foundations of river walls (iron) - | 136,470 – – | |
| 4 *s.* 9 *d.* per foot cube<br>25 *s.* per yard cube - | River walls (masonry) - - - | 219,474 – – | |
| 90 *l.* per yard forward | Viaducts (iron) - - - - | 94,032 – – | |
| 27 *s.* 6 *d.* per yard cube | Brickwork in cellars - - - | 141,476 – – | |
| 25 *s.* per yard cube - | Wharf-walls to tidal basins - - | 23,651 – – | |
| 1 *s.* 6 *d.* per yard cube | Filling - - - - - - | 69,906 – – | |
| | Railway (including stations, rolling stock, &c.) - - - - | 102,496 – – | |
| | Miscellaneous, including esplanade entrances to tidal basins, approaches to streets, landings in quay walls, roadway, &c. - - | 136,364 – – | |
| | Total of Middlesex side - - - £. | | 923,869 – – |
| | Surrey Side: | | |
| 15 *l.* 15 *s.* per ton - | Foundations of river walls - - | 146,720 – – | |
| 4 *s.* 9 *d.* per foot cube<br>25 *s.* per yard cube - | River walls (masonry) - - - | 256,773 – – | |
| 20 *l.* per yard forward | Viaducts (iron) - - - - | 6,660 – – | |
| 27 *s.* 6 *d.* per yard cube | Brickwork in cellars - - - | 86,746 – – | |
| 25 *s.* per yard cube - | Wharf walls in tidal basins - - | 18,321 – – | |
| 25 *s.* per yard cube - | Retaining walls of approaches to bridges (Westminster and Waterloo) - - - - - - | 19,191 – – | |
| 1 *s.* 6 *d.* per yard cube | Filling - - - - - | 48,011 – – | |
| | Miscellaneous, including entrance to tidal basins, roadways, footways, parapets, &c. - - - | 115,314 – – | |
| | Total of Surrey side - - - £. | | 697,736 – – |
| | | £. | 1,621,605 – – |
| | 10 per cent. contingencies - - - | | 162,160 – – |
| | Compensation and Purchase - - - | | 100,000 – – |
| | Total - - - £. | | 1,883,765 – – |

6 Duke-street, Adelphi,
12 June 1855.

(signed) *L. Gisborne.*

## THAMES IMPROVEMENT, LONDON.

### ESTIMATE OF ANNUAL INCOME.

| | | £. s. d. | £. s. d. |
|---|---|---|---|
| Middlesex Side: | *Ft.* *Ft.* | | |
| Ground-rent of shops and houses, 147 (30 × 50), at 50 *l.* | | 7,350 – – | |
| Ditto - warehouses - 155 (30 × 60), at 60 *l.* | | 9,300 – – | |
| Ditto - cellars - - 400 (30 × 110), at 20 *l.* | | 8,000 – – | |
| Ditto - wharfs, square yards, 45,953, at 1 *s.* | | 2,298 – – | |
| Frontage of ditto, lineal feet, 8,520, at 1 *l.* | | 8,520 – – | |
| Total Rent, Middlesex side | | £. | 35,460 – – |
| Surrey Side: | *Ft.* *Ft.* | | |
| Ground-rent of shops and warehouses, 175 (30 × 60), at 60 *l.* | | 10,500 – – | |
| Ditto - cellars - - - - - | 300 (30 × 70), at 15 *l.* | 4,500 – – | |
| Ditto - wharfs, square yards, 11,533, at 1 *s.* | | 577 – – | |
| Frontage of ditto, lineal feet, 6,300, at 1 *l.* | | 6,300 – – | |
| Total Rent, Surrey side | | £. | 21,877 – – |
| Total of Rents | | £. | 57,337 – |
| Railway: | | | |
| 30,000 passengers per day, at a profit of 1 *d.* each; say per annum | | | 45,663 – – |
| Total Annual Income | | £. | 103,000 – – |

## THAMES IMPROVEMENT, LONDON.

### Abstract of Capital and Revenue.

| | | £. s. d. |
|---|---|---|
| Total Capital, 1,900,000 *l.*; Total Revenue | | 103,000 – – |
| On mortgage, at 4 per cent., 900,000 *l.* | £. 36,000 – – per year | |
| On Debentures, (Railway), at 5 per cent., 350,000 *l.* | 17,500 – – „ | |
| Yearly Interest on Mortgage and Debentures | | 53,500 – – |
| Balance | | 49,500 – – |
| Maintenance, &c. | | |
| Staff | £. 2,500 – – a year | |
| 2 Dredgers, at 500 *l.* | 1,000 – – „ | |
| 50 Labourers for Lock Gates, &c., at 50 *l.* | 2,500 – – „ | |
| Repairs, &c. | 1,000 – – „ | |
| | | 7,000 – – |
| Applicable to Dividends | £. | 42,500 – – |

Or 6½ per Cent. on a Share Capital of 650,000 *l.*

*L. Gisborne*, Esq.

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1030. Have you made a calculation of the probable proceeds of the undertaking, and do you believe that they will be sufficient to afford an adequate remuneration to the parties who engage in it?—I do; I have based the estimate upon figures which are far less than the present rentals of river-side property. I calculate that we shall get from ground-rents over 57,000 *l.* a year; I calculate that we shall get from the railway, at 30,000 passengers a day at 1 *d.* a head, over 45,000 *l.* a year, making a total estimated revenue of 103,000 *l.* a year, upon an outlay of 1,900,000 *l.* I will add, that I have reason to know, since these estimates of rentals were adopted, that rentals of similarly situated property in London show that I have greatly undervalued these.

1031. From your experience as an engineer, and from the inquiries you have made, have you satisfied yourself that the result of the undertaking will produce a sum of money equivalent to a return of 5 per cent.?—Equivalent to a return over 6 per cent.

1032. That is upon the assumption that the conservators of the river give you a right to the land which is now unoccupied, and forms part of the bed of the river?—Yes; and which is now not used.

1033. Have you anything more to lay before the Committee?—No, but I might state that the question has been before the Government in various shapes. I believe that Lord Palmerston takes great interest in it, and would like to see it carried out.

*Alfred Beaumont*, Esq., called in; and Examined.

*A. Beaumont*, Esq.

1034. *Chairman.*] YOU are an architect?—I am.

1035. You are aware that we are sitting here as a Committee to inquire into the best mode of improving the communications into and within the metropolis. Have you any measure to submit to the Committee bearing upon that subject?—I have.

1036. Will you be kind enough to state what are your views, and the way in which you propose that the improvements which you would recommend should be made?—In the short time that I have had, I can only offer it in a rough way, but my attention has for some time been drawn to the extensive inconvenience occasioned to this large metropolis by want of a thoroughfare through from west to east, and also over London Bridge.

1037. Will you define what you mean by "east" and "west"?—I would begin at the National Gallery, Charing Cross, at the west, and I would terminate eastward at the Bank.

1038. Will you give the Committee in detail your plan for improving the line of thoroughfare, beginning from Charing Cross?—I would take a line directly in front of the National Gallery till I reach the side of the river. Then I propose to form a quay along the north frontage of the river, from thence as far as Southwark Bridge, as shown upon the plan which I produce *(producing the same)*.

1039. You contemplate making a new street from the street opposite St. Martin's Church to the shore of the Thames?—Yes.

1040. And then passing, by means of an embankment, along the shore of the Thames, past Waterloo Bridge, and still continuing on to Blackfriars Bridge, and from Blackfriars Bridge to Southwark Bridge, and then opening a new street from the City end of Southwark Bridge, going almost due north to the Bank?—Yes.

1041. I observe, also, that on the Southwark side of Southwark Bridge you contemplate making an embankment of a considerable portion along the banks of the Thames; and then making a detour till you strike the main street behind St. Saviour's Church which leads to London Bridge and to the South Eastern Railway Station?—Yes.

1042. Do you contemplate passing the bridges at a level or underneath?—At a level; my object being to secure an open way from the National Gallery to the Bank, and likewise to the London Bridge Station; and by stopping at Southwark Bridge, I do that to divert the traffic from London Bridge, so that parties coming from the London Bridge Station would find an easier road westward, and a shorter one along this quay.

1043. Do

1043. Do you contemplate making Southwark Bridge free to the public?—Yes.

1044. You consider that desirable?—I think so.

1045. It is a necessary part of your scheme that it should be so?—It is.

1046. Do you also propose to release Waterloo Bridge from toll?—Yes, I think that very desirable.

1047. Is it your opinion that all the bridges which cross the Thames now within the precincts of the Metropolis should be set free?—I have not turned my attention beyond Westminster Bridge; but Southwark and Waterloo Bridges I certainly think it would be desirable to make toll-free.

1048. Do you think that if they were made toll-free they would be the means of diverting the traffic from some parts which are very much crowded?—I do.

1049. Have you anything further to state with respect to your plan?—I wish to point out that this quay will give a road free of toll. It will open the river, and it will not interfere disadvantageously with property that has its frontage on the river along this embankment.

1050. The properties that now have free access to the river from Charing Cross Bridge to Southwark Bridge would not be interfered with by your plan, but you would give them ample accommodation?—Better accommodation than they have at present. That is shown by this drawing (*producing a drawing*). It will form a quay with landing arches underneath, and a road over them; they would have better accommodation for landing their goods below, and the property would be materially increased in value by the frontage that would be gained.

1051. At what height would you carry the roadway above high water?—That would be regulated by the level of the bridges.

1052. But sufficiently high to accommodate the business traffic which now exists on the bank of the river?—Yes.

1053. Then the roadway would be carried on arches the whole way?—Yes, somewhat similar to the Greenwich Railway.

1054. Have you made any estimate of the cost?—No, I have not gone into that.

1055. Mr. *Heyworth.*] Would the warehouses which you propose to construct abut immediately upon the arches?—Yes; this embankment is intended to come along the line of the present frontages; it would be very similar to what exists now in front of Somerset House; the material would be easily obtained from the bed of the river: the Thames ballast is the best material for concrete.

1056. *Chairman.*] You have been largely engaged in public works and public buildings?—Yes, for the last 20 years; I will beg leave, as a further explanation of my plan, to hand in a short condensed statement of it.

[*The same was delivered in, and is as follows:*]

EXPLANATORY REMARKS for forming a QUAY along a portion of the North Bank of the Thames to facilitate the Traffic through the Metropolis.

June 1855.

THE great desideratum appears to be a more open thoroughfare from east to west, with more convenient approaches to the existing bridges, which would be obtained by the proposed quay.

It would open the river to view—be the most direct line from Charing Cross to the Bank. It would entail a comparative small outlay in purchasing properties, and materially enhance the value of the frontages on its line, as it would afford convenient landing-wharfs at all tides for the barges to come alongside; also for the steamers, and a most important frontage for business purposes above on a level with the carriage road.

This structure could be economically carried out in concrete. The arches and facings alone of brick.

In obtaining the Thames ballast for the concrete along the line, the river would be deepened for the water traffic, and the line would be easily obtained.

The line across the Temple Gardens could be carried on rows of columns, so as to form a pleasing feature and not obstruct the view. The owners of the several properties might be fairly called upon to contribute for increased value of their frontages unless they prefer selling them. It would materially assist to cleanse the river, and do away with the mud banks. A sewer might be carried along the foundation. A large portion of the traffic over London Bridge would pass over Southwark Bridge, which might have broad footways added

*A. Beaumont*, Esq.

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on either side. The street from thence to the Bank is proposed to be carried over Thames-street and join New Cannon-street on its present level.

The quay is terminated at Southwark Bridge in order to lead the traffic in that direction, and so relieve London Bridge to a great extent.

A broad street might be carried up to the south side of St. Paul's Cathedral to form a thoroughfare to Aldersgate-street.

The cross traffic would be materially lessened. If the funds are levied by a coal duty, might they not be on a graduated scale, say 1*s.* 1*d.* for a radius of 12 miles, 9*d.* for five miles beyond, and 6*d.* for six miles beyond that, making it extend over a radius of 24 miles in all?

The above plan would form a basis for other important improvements to this vast metropolis.

I have long studied the matter, with others connected with the parks, which were submitted to his Royal Highness Prince Albert in 1850.

The steep rises and falls in the present lines would be done away with—a very important point.

Mr. *William Footman*, called in; and Examined.

Mr. *W. Footman.*

1057. *Chairman.*] YOU have a plan that you desire to present to the Committee for a railway to unite the various railways north and south of the metropolis?—I have (*producing the same*).

1058. This railway, as it appears upon the plan of London, Westminster, and Southwark, unites the various railways north and south of the River Thames?—Yes.

1059. Your object also is to give immediate connexion, not only between the north and south part of the metropolis, but also between the east and west?—Yes.

1060. More particularly between the north-west and the City?—Yes.

1061. You convert Southwark Bridge into a railway bridge, and you diverge to the north-east to unite with the Eastern Counties, and to the north-west to unite with the Great Northern, the North-Western, and the Great Western Railways?—Yes.

1062. Then again to the south-west you proceed to join the South-Western Railway?—Yes.

1063. And you effect a thorough combination of all the railway systems within the metropolis?—Yes.

1064. Is it your opinion that if this plan was carried out it would have any effect in relieving the present pressure which exists in the great thoroughfares in the metropolis?—Yes; I think it would relieve the present traffic over London Bridge one-third, or from that to one-half.

1065. Have you formed any estimate of what would be the cost of carrying out your project?—Three millions and a half is the cost.

1066. Do you believe that as a commercial undertaking it would be a profitable one?—Yes; most profitable.

1067. Is it your opinion that it would yield a fair remuneration to the parties?—More so than any other railway yet undertaken.

1068. Have you any reason to suppose that the City authorities will throw any obstacle in the way?—I believe that they will be in favour of it; I have been informed by a member of the Common Council that they will be in favour of it.

1069. Your attention has been turned to the over crowded state of the thoroughfares of the metropolis?—Yes.

1070. To remedy that has been the object that you have had in view in preparing this plan?—Yes.

1071. Is it your opinion that if it is carried out it will completely remove the great pressure which now exists in the principal thoroughfares of the metropolis?—Yes; that is the principal object I have had in view.

1072. Mr. *Heyworth.*] Do you contemplate carrying passengers going from one part of the City to another?—Yes; from one part of the City to each of the railways, and from any of the existing railways through London to any railway on the opposite side.

1073. Where would you have your stations?—Wherever they would be convenient.

1074. Is it to be an open railway all the way?—Yes.

1075. Either in a cutting or upon arches?—Yes; it does not interfere with the

the level of the street; it runs beneath the level of most of the streets, and over others, without interfering with the street levels.

1076. *Chairman.*] In an engineering point of view there would be no difficulty in carrying it out?—There would be no difficulty.

1077. What kind of power do you propose to use?—The present locomotive power; so that a train might run from Birmingham to Woolwich, or to Dover, without making any change.

1078. Have you had any sections taken?—Yes; I have sections here reduced from the Ordnance maps (*producing the same*).

1079. Would you have any tunnels upon the line?—There would be a short tunnel beneath Cheapside, from Cheapside to Smithfield.

1080. Do you approach the Post-office?—Yes; underneath the Post-office I contemplate making a mail terminus for the mail traffic.

1081. Do you contemplate making any use of old Smithfield Market?—It might be turned into a market for any other purpose and be supplied by railway, either vegetables or meat.

1082. The effect would be to give through communication between one part of the metropolis and another, whether east, west, north, or south?—Yes, in any one direction.

1083. Mr. *Heyworth.*] Do you know the Metropolitan Railway as it is now proposed?—I only know it from their prospectus.

1084. Have you any suggestions to make as to the relative superiority of your plan over that of the Metropolitan Railway?—Yes; several very important suggestions. My plan would provide 14 routes for passenger traffic equal to their one. They only start from Paddington Station and go to the City. I contemplate running passenger trains from Primrose Hill down the North-Western line, continued on through the trunk line to Vauxhall.

1085. Your proposed line joins the North-Western Railway at Primrose Hill?—Yes, and there it goes to Euston Station.

1086. You commence at Primrose Hill, and go on to Euston Station; then you go from Euston Station to the Great Northern Station?—Yes.

1087. Then from the Great Northern Station to Southwark Bridge?—Yes.

1088. Then at Southwark Bridge you unite by branches to the South-Western and the South-Eastern?—Yes.

1089. You have also a branch which takes you to Fenchurch-street, and unites you with the Blackwall and Eastern Counties Railway?—Yes; but in this plan I contemplate to accommodate the London traffic, by having trains every five minutes from Primrose Hill to Vauxhall; then, five minutes afterwards, another train starts and goes to Bermondsey; then, five minutes afterwards, another train starts from this end to Thames-street, and to Fenchurch-street; and trains start every five minutes from the Holloway-road, which are continued beneath the Great Northern line in a similar manner to other trains.

1090. Will you have the goodness to send to the Committee a skeleton map of London, exhibiting your plan?—I will.

*Richard Bell*, Esq., called in; and Examined.



1091. *Chairman.*] YOU have submitted a scheme to the Committee for the purpose of converting the present Regent's Canal into a railway, with certain additions; will you explain as fully as you can the object you have in view?—The first and principal object was, if possible, to avoid having an additional bridge across the river. If other bridges be made across the river, judging from the effect produced when London Bridge was removed, I think it will be one of the worst things that can happen. I think that will appear to the Committee, from this circumstance, that when Old London Bridge was removed the tide not only rose higher up beyond Vauxhall Bridge from 15 to 18 inches, but it also rose one foot higher at the London Dock gates. There is a general opinion that the tide is like all other water, that it will find its level; but the tide is only a wave, and I think it is evident, from what took place at the removal of London Bridge, that every obstacle that is placed on the river will not only reduce the height of the tide in the upper part of the river, but it will also interfere with the flowing of the tide in the lower part; and having that opinion, which is justified by a long course of tides that were taken at the London Dock gate, I

*R. Bell*, Esq.

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therefore sought for a diversion of the traffic in some other way than by carrying it across the river by an additional bridge. The traffic that comes into London may be divided into two heads; there is the traffic belonging to the City, that comes in for the purpose of commerce, and there is the traffic that merely passes through the City, without stopping to be dealt with. I propose to divert that traffic that only passes through the City along round the edge of the City, and the traffic that comes into the City I bring by the same means to that part of the City where it would be most conveniently deposited. I might state here, that if we take the great market of the metropolis to be the City, it begins at Doctors' Commons, with the book trade and the Manchester trade, the paper trade, the great monied and mercantile interest, and so on to the shipping trade, the fruit, leather, wine, and coal markets; it occupies a space from Bridge-street, Blackfriars, to Tower-hill in a regular succession. There are only two great thoroughfares from east to west, and a great portion of all the traffic that passes to those markets passes along those two thoroughfares; my object is to divert that traffic which goes the whole length of London, from the west and north-west eastward, into a north and south direction, in which there are so many short thoroughfares so widely spread, that no inconvenience would be felt; and I believe that if the traffic were so diverted from an east and west traffic to a north and south traffic, in the manner I propose, there would be ample bridge accommodation for all the requirements of the public. My method of doing it is this. Omitting for the present the extension to Notting-hill, I begin at the commencement of the Regent's Canal, which is within about 150 yards of the Great Western Railway terminus; 150 yards will join it with that terminus.

1092. Mr. *Pilkington.*] Is that the terminus of the canal?—Not the terminus of the canal; but at that point the Regent's Canal is connected with the Grand Junction Canal; it then passes along under Aberdeen-place, where there is a short tunnel, and it passes then on through St. John's Wood, skirting the Regent's Park, throwing off a branch southwards to Cumberland Market, and it continues its course to and on along the south side of the goods station of the North-Western Railway at Camden Town; it passes on then again, taking rather a south-easterly direction to between the passengers' station and the goods station of the Great Northern Railway. Here I propose that a branch should go up to the Cattle Market; thence it continues on under the tunnel at Islington. Just after emerging from the tunnel it throws off two branches, one called the City Road Basin and the other the Wenlock Basin; the City-road basin I propose to extend as far as Fore-street, which is about six furlongs, by a cutting. It happens that in consequence of Chiswell-street being a little more than 12 feet above the level of Fore-street, I can pass under all these places without raising or lowering a single street; I do not raise or lower a single thoroughfare in the whole distance, and I put the traffic out within a foot or two of the level of Fore-street. Then the main line that I left at the City-road passes on through Hoxton, Kingsland, and Hackney, till it passes Victoria Park; thence under the Eastern Counties Railway, to which I propose to have a branch; and thence under the Blackwall Railway to the basin at Limehouse. But at a point near the Stepney Footpath Bridge, a little to the south of the Mile End-road, I propose to make a branch to effect a junction with the London Docks and the Thames Tunnel. That would be a little more than a mile long. There is sufficient depth between the sill of the London Dock gate and the level of the tunnel; there is about 31 feet, or thereabouts. So that with this short junction, partly cutting and partly tunnel, I pass to the Thames Tunnel; by means of the Thames Tunnel and a cutting I join the southern lines near New Cross; but as the ground is occupied with market gardens near New Cross, I have full opportunity of getting up in any space between the junction of the Greenwich Railway and New Cross. I thus connect the whole of the railway system of the North of England with that of the South of England and the Continent by a railway. All the traffic which necessarily passes from the North towards the South and the Continent will pass round the City instead of through the City; the traffic for the City I have prepared for by this terminus at Fore-street. I may state that a great proportion of the traffic to those places passes twice daily along the whole length of the metropolis from the north-western extremity to the eastern extremity, and sometimes more than twice daily; for instance, the goods which come from the North-

North-Western Terminus not unfrequently pass as many as three or four times backwards and forwards to the same place before they are disposed of; I have been told of an instance in the Leather Market, where one load of leather, a three-horse load, was sent as many as ten times backwards and forwards before it was finally dealt with. Of course that is of rare occurrence; but it is not at all uncommon for the goods to travel to and fro as many as three or four times. I have shown that I have a branch to the London Docks; it happens that there is or was a piece of uncovered ground at the east of the London Docks, and there is a difference of level between that and High-street, Shadwell, of about 13 feet; so that the whole distance, from the City-road basin to its junction with the southern railways, would be effected without either raising or lowering any one of the thoroughfares in that direction.

1093. *Chairman.*] You do not seem to have made any provision for a junction with the South-Western Railway?—There are several lines for that purpose; I have not made any provision for that here, because I thought that from some of the points a junction could easily be effected; there is a junction with the South-Western Railway already passing westward. That appeared to have accomplished the very object that I had in view, as far as that part was concerned.

1094. Assuming that your line was carried westward, and that a junction with the South-Western Railway was made, do you by this scheme form a junction with all the railways, north, south, east, and west of London?—At present you do form a junction with the South-Western Railway by the Reigate line. But besides the traffic coming to London, there is a vast amount of traffic passing between Her Majesty's dockyards, both Chatham and Woolwich, and the arsenals, and the northern part of the kingdom, land traffic which now goes across London Bridge and through the City.

1095. It was contemplated many years ago to convert the Regent's Canal into a railway?—It was, in 1846; I have had the papers handed to me; but I am not aware of anyone who has proposed to bring a railway to within 400 yards of the Bank by such simple means. Nor has anyone proposed to use the Thames Tunnel, which is now a great dead weight, in the same manner in which I propose to use it.

1096. In fact your railway would lie between the North London line and the Metropolitan Railway?—I occupy the midway; it is densely crowded for the whole length. I reach the Cattle Market; the Cattle Market itself will add an enormous amount of traffic between the various suburbs of the City and the City itself. The Cattle Market I reach in three miles, or thereabouts, from the Bank; and the Great Northern Terminus I reach in about two miles seven furlongs, whilst by the present railway accommodation from the Bank you must go nine miles. Passenger trains will go from Notting-hill to the Bank in 20 minutes, going at the same rate that is now travelled in going from Blackwall Station to Camden Town.

1097. Then your scheme coming into the very heart of the City at the bottom of Fore-street, would be enabled to convey passengers, not only north, but north-east and north-west?—Not only north, but north-west and east, and even to the south if it was desirable. Those persons coming from the neighbourhood of Peckham and Norwood would be very glad, in going to all the northern suburbs, to come along this railway from New Cross.

1098. Have you formed any estimate of the probable outlay that will be required for this scheme?—The total estimated cost of the line is 1,888,055 *l.* The estimate for the purchase of the land is 235,074 *l.*; for the purchase of the canal, 700,000 *l.*; for the Thames Tunnel, 250,000 *l*; cost of making the line, 366,218 *l.*; compensations to occupiers of wharfs, 50,000 *l.*; contingencies, 80,750 *l.*; cost of land and buildings and erection of terminus at Fore-street, 206,013 *l.*

1099. You include in that the purchase of the Regent's Canal?—Yes; the purchase of the Canal we nearly settled at 700,000 *l.* in 1823; we registered this in 1853; we got so far as this: they would have been satisfied if we had deposited 30,000 *l.*, and forfeited it if we failed from any cause whatever to carry the Bill. We offered to deposit 20,000 *l.*, and forfeit 10,000 *l.* if we failed to carry the Bill from any cause; but they were not satisfied unless we deposited 30,000 *l.*, and forfeited it if we failed. The projectors of the scheme in 1846 have handed the plan to me; but the proposition to go to the Post-office, I think, is going the wrong way to work. I was with Sir Robert Smirke

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when he built the Post-office, and I knew that it would be exceedingly difficult to make it suit the purposes for which it is now required, and that the proper way would be to take the Post-office to the terminus; the total cost of building the Post-office was about 230,000*l.*, including all the fittings; it would be much better to remove it, and sell the ground for the price that could now be got for it, than to attempt to extend it; there would be physical difficulties in so doing; it might come as far as Cheapside, but in going the other way you would interfere with the thoroughfare.

1100. Of course it can make very little difference where the Post-office is planted, provided they have the means of spreading the letters quickly over the metropolis and through the kingdom?—Yes; but a much greater portion of the letters come from the east side of the Post-office than from the west side. I am not prepared to say exactly the difference in the amount of the traffic, but a much greater portion comes from the east side of London, where all the great monied interests are; then if any change took place at all, I think the Post-office should be taken eastward rather than westward, but that is a matter of opinion.

1101. With respect to changing the site of the Post-office, have you ever considered whether, if the Post-office authorities were to give you the site of the present building, you would be able in exchange for it to erect a post-office equally commodious near your station?—The present Post-office is only 380 feet long; it would be impossible to build them a post-office of the size that would be required for the same price as the value of the land where the Post-office stands, but I believe it might be achieved very nearly.

1102. You do not give any direct communication by your plan from the north to the south of London?—Not straight; the readiest communication I give is round it; I do not think the traffic between the north and south of London is very great, except that which is going further on; that which comes into London from the south will be sufficiently accommodated by the bridges.

1103. We have it in evidence that there are 10,800 omnibuses in a week across London Bridge, and 7,000 across Blackfriars, going from north to south; is not that evidence of a great amount of traffic in those directions?—But a great portion of that is between the northern and southern railways and the dockyards; the portion of business belonging to the City would be very moderate; indeed all those persons who have to go to the north-east and north-west suburbs from the south now cross those bridges.

1104. Have you made any calculation as to what number of omnibuses would be removed from the public thoroughfares if your scheme was carried into effect?—I have endeavoured to found everything upon matters of fact, and I have never been able to take that traffic so satisfactorily as to make it a ground of anything like calculation; I can get no information; in fact, they can afford none at any of the railways.

1105. You can tell the number of omnibuses running down the City-road and in that direction?—I can give you that exactly: there were 240 omnibuses a day in 1853 passing along the City-road.

1106. Do you think that if the Regent's Canal was converted into a railway, with a station at Fore-street, it would remove a great many of those omnibuses from the public thoroughfares?—I think it would take away nearly the whole of them, because the greater part of them come from the Edgeware-road and Paddington.

1107. Are there not a great number passing by Islington and Hackney; do you know whether the number of omnibuses in that direction has been diminished since the East and West India Dock Railway was opened?—I do not think they have been diminished.

1108. Then the effect has been to encourage people to travel without diminishing the pressure upon those thoroughfares?—I think the traffic has increased considerably since that railway was made; but it does not supply the districts where the population requires it so much. I calculate that for two miles on the outer side of my railway, and for half a mile on the inner side of it, the population will use this railway for coming to the City.

1109. Have you made any survey of the district with reference to the approach to the Post-office?—Yes.

1110. Are there any difficulties in the way of carrying a railway to the Post-office from your station?—None whatever; I could go under the street, in fact, from

from the City-road. It was the original intention of the projectors of the line in 1846 to go there, and to take about 360 houses.

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1111. You do not see any difficulty in having a branch to unite with the Post-office in connexion with your scheme?—That would be quite as easy as the other. There is not a single engineering difficulty. The difference of fall between the commencement of the canal and the City is only 35 feet.

1112. In fact, assuming the Metropolitan Railway, which has obtained an Act of Parliament, to be constructed, they would take a certain district, and you would take another; and if they pass by the Post-office, there would be no obstacle to your forming a junction with them, so as to take your passengers to a more northern portion of the metropolis?—Yes; and by continuing the City-road basin straight on, or by making a branch from my railway at Chiswell-street to the Post-office, the Post-office might be assisted in this respect, that the letter-carriers, in collecting the letters round the whole of the suburbs, could be taken without the slightest inconvenience. I should afford them assistance for their letter-carriers between the space which is occupied by the North Western Extension line and the City.

1113. Will you have the goodness to prepare and give to the Committee a sketch or plan of your proposed line, putting in also the communication with the Post-office and the proposed connexion with the Cattle Market?—I will do so. I will beg leave to hand in to the Committee, in further explanation of my plan, a statement of it, and of the objects proposed to be accomplished by it.

*Vide* Plan No. XXII. at the end.

[*The same was delivered in, and is as follows:*]

Scheme for Metropolitan Communication, by *Richard Bell.*

My scheme is founded on the opinion, that the crowded state of the bridges is so closely connected with that of the thoroughfares of the Metropolis, that any plan proposed for the relief of one, to be effectual, must embrace a remedy for both.

That the erection of more bridges over the Thames between London Bridge and Vauxhall is objectionable and unnecessary, for, by the diversion and proper arrangement of the traffic, the great thoroughfares may be completely relieved, and the present bridge accommodation will prove to be ample for all the requirements of the public.

That this can be effected in a manner highly advantageous and beneficial, not only to the inhabitants of the Metropolis, but also to all passengers and owners of goods and merchandize passing direct between that part of Great Britain north of the Thames and that on the south and the Continent.

That the cost of effecting it would be exceedingly moderate, and the return would be highly remunerative to the company that may adopt the plan I propose for it.

By this plan the Thames Tunnel, which is now a dead loss to the public, will be rendered useful for public accommodation and to the Government, in connecting the whole of the railway systems of the north and south of England.

The traffic causing the obstruction may be divided with two heads, one being the passenger and goods traffic belonging to the commerce actually carried on in the Metropolis, and which must of necessity pass into and through it; the other, a vast amount of passenger and goods traffic, which only passes along or through the Metropolis without resting to deal or be dealt with *in transitú*.

It happens that the great public establishments and markets, to which a large portion of the first-mentioned traffic is directed, are within the City, and occupy the space from Blackfriars Bridge eastward to Tower Hill by about half a mile in width from the Thames northwards, commencing with Doctors' Commons at the west. Then follow in order the book trade, the Post-office, the Manchester woollen and paper trades, extending as far as King-street, Cheapside; the mercantile and insurance interests, the Bank, Royal Exchange, the Stock Exchange, and the great monied interest extending thence to Gracechurch-street; and the East India House, the shipping interest and the leather, fruit, colonial, sugar, corn, coal, and wine markets, and the Customs House, occupying the area thence to Tower-hill.

A very large portion of the passenger traffic to all these establishments and markets traverses twice daily the whole length of the Metropolis from its west and north-west extremity; and with respect to goods, it is not uncommon for the same goods to be drawn to and fro three or four times, and occasionally as many as ten, along the same distance before they are finally disposed of.

It is obvious, then, if the current of this traffic could be turned from its east and west course, in which direction there are only two main arteries, into a direction north and south, in which there are numerous short and widely-spread thoroughfares, that it would not only afford considerable relief to the City, but it would also cease to crowd the Strand, and Holborn, and Oxford-street.

Under the second head is comprised: First, all those passengers and goods passing from one railway terminus to another, and to the docks on the north side of the Thames, and from all these to the termini on the south side; secondly, all that passenger traffic which is carried on between the north-west, north, and eastern suburbs, one with another, and between

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between all of them and the suburbs on the south side east of London Bridge, which traffic is about to be considerably increased by the opening of the New Cattle Market; and thirdly, the land traffic, which is carried on between Her Majesty's Arsenal and Docks on the south side of the Thames, and at Chatham; and the middle, north, and west of England and Wales and Scotland.

The course of all this traffic is precisely the same as that mentioned under the first head. It is, therefore, equally obvious that a very considerable additional amount of relief must necessarily be afforded to the crowded thoroughfare, if all this traffic can be diverted and carried round the Metropolis instead of along and through it; and if these two propositions can be carried into effect, there can be no doubt but that the present bridge accommodation would prove to be ample for all the purposes required by the public.

To remedy, then, the evils complained of, and to compass the objects proposed, it will be found that the Regent's Canal affords extraordinary, but at the same time most simple facilities, by turning it into a railway, and connecting it by a short branch with the Thames Tunnel, carrying the line through that, and thence by an extension joining it to the southern lines near New Cross, and also connecting it with the City at Moorgate, by extending the City-road branch.

The district along both sides of the Regent's Canal, which is about 8¾ miles in length from its connexion with the Grand Junction Canal near the Harrow-road at Paddington to the Thames at Limehouse, is densely populated, and on reference to the map it will be observed that the canal encircles the Metropolis for that distance, and that at about the middle of its course it approaches very near to the north side of the City; it will also be seen, that it passes near to, across, or under the whole of the railways of importance on the north side of the Thames, the New Cattle Market, and the Regent's and Victoria Parks.

By the line proposed, the relative distances would be from the Bank to

| | Miles. | fur. |
|---|---|---|
| The Great Northern Railway Terminus | 2 | 3 |
| „ Cattle Market | 3 | — |
| „ North-Western Railway | 3 | 4 |
| „ St. John's Wood | 4 | 7 |
| „ Great Western Railway | 6 | — |

whilst to reach the nearest of these points, namely, the Great Northern Railway and the Cattle Market by the present railway accommodation, a distance of nine miles from the Bank must be traversed, and to the other places in proportion.

My plan is to continue the line on to Notting Hill Gate; but deferring for the present the consideration of that extension, I begin the description at the commencement of the canal, along the bottom of which I propose to lay two lines of rails mixed gauge and two of narrow gauge. It commences at Paddington, near the Harrow-road, within 150 yards of the Great Western Terminus, and proceeds in a north-westerly direction through the Aberdeen-place Tunnel, which is about 130 yards long, to and under the Grove-road, St. John's Wood, and skirts the north side of the Regent's Park, throwing off a branch towards the south as far as Cumberland Market; the main line then continues its course eastward along the south side of the North-Western Railway Goods' Station at Camden Town, thence on through the Great-Northern Terminus, where it is proposed to throw off a branch to the Metropolitan Cattle Market, and then on through the tunnel at Islington; and after emerging therefrom, throws off southward two more branches, called respectively the City-road Basin and the Wenlock Basin, the former of which it is proposed to extend by a cutting to Fore-street; the line then runs through Hoxton, Kingsland, Hackney, Victoria Park, Old Ford, passing under the Eastern Counties Railway, Mile End, Stepney, and thence on to Limehouse, passing under the Blackwall Railway; but at Stepney Footpath Bridge it is proposed to commence the branch connecting the canal with the Thames Tunnel and the London Docks, at which point the lines of mixed gauge will cease, but the narrow gauge lines will be carried on through the Tunnel to the junction with the southern lines near New Cross Station. The lines of the broad gauge, however, would also be continued down to the Limehouse Basin.

The extension from the the canal to Notting Hill would not only be valuable in relieving the streets of traffic, but would be a great convenience to the inhabitants of the neighbourhood, as they could, by the ordinary trains on this line, reach the Bank in 20 minutes; and the advantages afforded for communication with the rest of the Metropolis cannot be too highly estimated. There are no difficulties of a practical nature in executing it, and there is sufficient traffic to prove highly remunerative.

Thus the termini of all the great lines of railway on the north side of the river and on the south; the London and other Docks, the Cattle Market, the Regent's Park, Victoria Park, Crystal Palace, and Her Majesty's Arsenal and Dockyards, will be connected each with the other, and the whole, together with the suburbs, will be connected with that point in the City where the traffic can be introduced most conveniently.

One of the great merits of the scheme is, that the passengers would be set down nearly level with Fore-street, and the whole line can be formed without raising or lowering a single highway or thoroughfare.

The whole length of the line, including the branches, would be 17 miles; and I estimate that the total cost of its execution would be under 2,000,000 *l.* sterling, including the purchase of the canal, tunnel, and other property.

It may be added, that the present General Post-office has long been insufficient to carry on

on the greatly increased duties that have devolved upon it since its erection, and that from time to time large sums have been and continue to be expended upon it, in order to make it answer the purposes required; but as the space is limited, and the business continues to increase, a great saving would be effected, and the public service would be benefited, if a new Post-office were erected, more suitable to the present and future requirements, at the terminus I propose, where the mail carriages could enter from and depart to all parts of the kingdom without the necessity of transferring the mails from carriage to carriage, or conveying them along the thoroughfares, thus affording additional relief to them.

*R. Bell*, Esq.

14 June 1855.

*John Pym*, Esq., called in; and Examined.

*John Pym*, Esq.

1114. *Chairman.*] IN the last Session of Parliament you submitted to a Committee of this House on Metropolitan Bridges, certain plans for a super-way?—I did.

1115. Do you still adhere to the opinion which you then gave as to the practicability of that scheme?—I do.

1116. You still consider it advisable to be carried out?—My opinion is greatly strengthened in its favour.

1117. Will you state why?—From seeing the increased traffic of the metropolis, and seeing that there are railways to be brought into the City, forming a central terminus to the several railways; and my opinion is that the traffic that will be occasioned by the Central or proposed Metropolitan Railway will occupy nearly the whole of the city thoroughfares, leaving very little room for the general traffic of the metropolis.

1118. You still adhere to the idea that a super-way is better than any other plan?—I think it is very superior to either the proposed sub-way, Sir Joseph Paxton's Universal Crystal Palace scheme, the Thames embankment, or any other mode of transit. There is no other plan that will effectually relieve the City and its approaches of the present enormous traffic, and provide for its annual increase.

1119. Have you any reason to doubt the correctness of your estimates?—Not any. The present low price of iron is very much in favour of the scheme.

1120. You wish the Committee distinctly to understand that you adhere to the evidence which you gave last session before the Committee, and that you wish to refer them to that evidence?—Yes, and to the plans.

*Henry Harrington Bird*, Esq., called in; and Examined.

*H. H. Bird*, Esq.

1121. *Chairman.*] YOU are an Engineer?—I am.

1122. You have been studying the advantage of embanking a portion of the Thames, and of making a new public road and a railway, so as to increase the facilities of the public passing to and fro from the West to the City?—Yes (*producing a plan*).

*Vide* Plan No. XXIII. at the end.

1123. It appears by the plan which you have now submitted, that you contemplate uniting the Westminster Terminus Railway, and passing by means of a tunnel under Bridge-street, until you come to a level with the Thames, between Westminster Bridge and Hungerford Bridge?—Yes.

1124. Then carrying your railway past the various bridges, Hungerford Bridge and Waterloo Bridge, and terminating near Southwark Bridge?—Yes.

1125. Also commencing at Whitehall-place a new road, which you intend as a public road, passing the various bridges, and terminating at Chatham-place on the north side of Blackfriars Bridge?—Yes.

1126. Will you give any explanation which you desire to make with respect to your scheme?—The first thing to enable a railway and a public carriage road to be carried out, would be an embankment between Westminster Bridge and Southwark, and which I propose shall follow the course which has been laid down by the Admiralty. This railway by its connexion with the Westminster terminus, would have a communication with all the other lines round London, both on the north and the south side; so that every railway that approaches London now could be brought by means of this line to the City side side of Southwark Bridge. With regard to the passenger traffic, no doubt there would be a very great relief to the thoroughfares if the railway were regarded as one merely from Charing Cross to the City. But I believe that it would relieve the streets of London also to a very great extent by the conveyance of a large amount of through traffic, both passenger and goods. The goods trade of London

*Vide* Plan No. XXIV. at the end.

*H. H. Bird*, Esq.

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don is now chiefly from the side of the river; and the facilities by means of this railway of obtaining traffic from the shores of the Thames, and from the shipping, would be very great indeed. The goods would go at once round to all the different railways instead of being drawn through the streets. The public carriage-way from Whitehall-place, which is intended to be toll-free, will afford very great facility. We desire that it should be limited for a certain portion of the day to fast traffic; that heavy traffic should not then be allowed upon it; that is with a view to expedition. And we propose to have communications at Norfolk-street, Surrey-street, and Arundel-street, which is about half-way to Blackfriars, to enable parties going to Temple Bar and Fleet-street, to go much more quickly than they can by the Strand. By the junction of the road with Chatham-place a communication would be opened with the new street now being formed, called New Earl-street, which communicates with the eastern end of Cannon-street, and thus form an entirely new thoroughfare from east to west without interfering with any of the existing routes. The company propose, in consideration of being allowed to carry out the railway, and to charge tolls for it, to make over this road gratuitously to the public, and to maintain it, only reserving the right to prevent omnibuses running in competition with the railway for those short distances. Of course, if omnibuses might start and run at a penny a mile from Whitehall-place to Waterloo and Blackfriars Bridges over the new road, they would compete seriously with the railway after the great expense which the company would have been at. With that exception, we propose to have the carriage road toll-free. The railway traffic from Charing Cross and that neighbourhood would be very great indeed, as proved by the number of omnibus and steamboat passengers. We should carry persons in about five or six minutes; and we propose to have stations at Westminster, at Waterloo Bridge, at the Temple, and at Blackfriars, stopping alternately at the different stations. This railway is to be carried along the whole distance at a low level, so as not to interfere with property. It is a peculiar feature in this plan that neither by means of the embankment, nor by means of the railway, do we interfere seriously with any property whatever.

1127. Do not you interfere with the frontage to Richmond-terrace and the property of the Duke of Buccleuch?—The whole of that property is given to the different owners; wherever we embank in front of any wharf or ornamental land we make over the new ground to the owner; so that the owner has the increased surface.

1128. Will not you exclude them from the frontage to the Thames by your embankment?—No; the whole of this part of the railway is in a covered way beneath the surface, and the surface is given to the owner of the frontage.

1129. Mr. *Pilkington.*] You take the entire line, both of the railway and of the road, from the bed of the river?—Yes.

1130. You leave the wharfs as they are?—Yes; where we make docks.

*Vide* Plan No. XXV. at the end.

1131. How do you form the road and the railway; do you form them upon arches?—The road is to be on columns, about 12 feet above the surface of the embankment; the railway is about 12 feet below the surface of the embankment, and is carried between retaining walls, and certain portions are covered over. The level of the top of the embankment is four feet above Trinity high-water mark.

1132. But the railway will be above high-water, will it not?—No, it will be nearly down to the level of low-water.

1133. How do you manage the entrances for barges into the dock that you propose?—By means of locks, and iron aqueducts laid on the top of the retaining walls, so that we carry the craft over the railway and under the road. This cross section will show the way in which it is proposed to execute it (*producing the same*). The public carriage-road will be carried over the embankment, and the railway at a lower level. The craft will come in underneath the public road into the lock, and will be lifted up to the level of the water inside, and then pass over the railway into the dock. The plan that is proposed is, that for a space of about an hour and a half before and after high-water those locks will be thrown open, so that the craft can pass in and out freely; after such time the gates will be closed, and such craft as may require (which in practice will be comparatively few) must make use of the locks. We propose to pay a competent staff of watermen to attend the entrances to the docks, and assist craft.

*Vide* Plan No. XXVI. at the end.

1134. Then

1134. Then the docks will preserve the water that the tide leaves; in fact it will never be a dry dock?—Yes; so that there never will be any mud. *H. H. Bird, Esq.* 14 June 1855.

1135. Mr. *Heyworth.*] Will not there be stagnant water?—It will be changed every tide.

1136. Mr. *Pilkington.*] How would you regulate the sewers falling into the river?—The sewers are not proposed to fall into the river at all after a very short time; an intercepting sewer is intended to run all the way along the streets, to intercept all the present sewers, so that nothing but occasional flood-waters shall be allowed to pass into the Thames.

1137. Mr. *Heyworth.*] Are they going immediately to establish that mode of sewerage?—The sewers are actually in the course of construction.

1138. *Chairman.*] What is your estimate for the work?—My estimate, to include everything, is 550,000*l.* I believe it will be found to be an ample estimate, including the railway, the road, and the embankment. The railway is to be on the atmospheric principle. With regard to the question of carrying out this work, the plans have been for some time before the Government, and there were some little difficulties raised as to the question, whether a company ought to be allowed to carry out the plan; and the suggestion that the promoters make is, that the different departments of the Admiralty, the Office of Woods, the Board of Works, and the City, should each have a representative in the management to be paid by the company, but to be nominated by the departments who are interested in the superintendence of the river. With regard to the estimate of the traffic, Mr. Bidder, who is quite unconnected with the scheme, prepared an estimate some time ago, since which the traffic has very much increased; and he showed that the net revenue would be nearly 40,000*l.* a year from the local traffic between the City and Charing Cross alone, quite irrespective of the metropolitan railways. My estimate of 550,000*l.* has been submitted to very responsible contractors, who were quite prepared to undertake the work at my prices, only the Bill was thrown out. The reason of its being thrown out was, that Sir William Molesworth was of opinion, that as there is a Bill going through Parliament for the local management of the Metropolis, a Bill of this nature ought not to be allowed to pass, until the new Metropolitan Board of Works, to be appointed under the proposed Act, had an opportunity of expressing their opinion upon its merits.

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*Martis,* 19° *die Junii,* 1855.

MEMBERS PRESENT.

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| Mr. Jackson. | Lord Robert Grosvenor. |
| Mr. W. Williams. | Viscount Ebrington. |
| Mr. Pilkington. | Mr. Oliveira. |
| Mr. Heyworth. | Lord Alfred Hervey. |

W. JACKSON, Esq., IN THE CHAIR.

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The Rev. *Walter Blunt,* called in; and Examined.

1139. *Chairman.*] ARE you a Clergyman resident in the city of London?—Yes, I am curate of St. Botolph, Aldgate. Rev. *W. Blunt.* 19 June 1855.

1140. Have you turned your attention from time to time to the necessity of improving the communications within, and to and from the City?—I have for very many years.

1141. You have laid a plan before the Committee?—I have; I must apologise to the Committee for the incompleteness of that plan; it was only intended for my own private use; I suddenly heard the Committee was sitting before any other could be prepared. This is a reduced Ordnance map (*The Witness hands in a Plan*); this does not take in the Paddington district; my plan does not extend to that. *Vide* Plan No. XXVII. at the end.

Rev. *W. Blunt.*

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1142. Will you be kind enough to state to the Committee what improvements you suggest to connect the eastern with the western portions of the metropolis, to improve the communications from the east to the west, pointing out upon the plan the names of the districts from which you commence, and also the various streets which are intersected or crossed?—The communication from west to east now is generally by Holborn, Newgate-street, Cheapside, and up Cornhill, Leadenhall-street, and Aldgate; or again, through the Strand, up Ludgate Hill, through St. Paul's Churchyard; and then, falling into Cheapside, you take the same line. I would propose, that from the west we should have a street beginning about Gray's Inn; falling, or rather rising, out of the north of Holborn, thence running nearly due east, crossing New Victoria-street by a viaduct; going diagonally through Smithfield, across Aldersgate-street, along the district between Aldersgate-street and Moorgate-street, some of which in the back streets is rather a poor district; from thence going through Draper's Garden (or a little to the north, along the line of London Wall), crossing Bishopsgate-street and Houndsditch in a straight line, and down to the south end of Commercial-street, and across Whitechapel to the Commercial-road.

1143. Does that plan interfere with much valuable property?—It does not. The property along a great part of the line is already pulled down, or else it goes through vacant spaces, such as Smithfield, or where the property is of small value; in fact property which must sooner or later be destroyed. It might interfere with some valuable property, if care were not taken in laying it down; if, for example, it were taken further up to the north, in crossing Houndsditch it might interfere with the East India Warehouses, now rented by the Saint Catherine's Dock Company; but, with proper care, almost all the really valuable property will be avoided.

1144. It would give, then, a thorough communication from the eastward, from Whitechapel and so on, to Holborn?—Yes, right through into the upper part of Holborn and Oxford-street.

1145. Would that tend to relieve the thoroughfares which now exist, Cheapside, Aldersgate-street, Leadenhall-street, and Aldgate High-street, of some of the heavy traffic?—Yes, it would, and also relieve, very materially, the Strand, Fleet-street, and Ludgate-hill; and, for this reason:—A large part of the heavy traffic from the extreme west end of London now goes down Regent-street, part of Piccadilly, and part of Pall Mall, and so up the Strand, Fleet-street, Ludgate-hill, and round St. Paul's Churchyard, in order to avoid Holborn-hill. There is a singular illustration of this: the omnibuses which take the long route carry you from Whitechapel to the Regent Circus for 4 *d.*, but those which take the short route up Holborn-hill, charge 6 *d.*; they are obliged to keep much better horses, and it is altogether a more expensive route, although so very much shorter.

1146. All persons resident to the north of your new route would find their way by that route either from the east to the west or from the west to the east?—Yes.

1147. You have also marked out another line?—I have. Perhaps you will allow me to say, in continuation of the line I have been speaking of, after going a little way along Holborn, it would be continued down into Piccadilly by a line from the top of Dudley-street; and therefore I think it would take a great deal of the Piccadilly through traffic also. There is another line also which I have not had time to mark out upon that plan. The Committee is aware, that Piccadilly is continued across Leicester-square, Cranbourn-street, then into Long Acre and Queen-street, so as nearly to join the line I have been speaking of; the two might be made to join at the north end of Lincoln's Inn Fields.

1148. Would you continue Queen-street in a north-easterly direction until it joined Holborn?—Yes, coming out at the end of Chancery-lane.

1149. Do you think, in a sanitary point of view, these communications would have a beneficial effect?—Most undoubtedly. The street we have been speaking of from the Commercial-road up to the top of Holborn, would clear at the eastward one of the very worst neighbourhoods of London; that about Petticoat-lane, between Houndsditch and Commercial-street, to the North of Aldgate. It would cut right through that which is one of the worst neighbourhoods of London. When property is stolen or cannot be found, it is always looked for by the police in that neighbourhood.

1150. Mr.

1150. Mr. *Pilkington.*] I think you contemplate a branch here from London Wall to the Exchange?—I do; I contemplate that there should be an arcade from Circus-place, Finsbury, down into Lothbury. My reason for that is this, it would connect the new street immediately with the business part of London, and it would go through property of very little value. Singularly enough, there is an old house left in Lothbury amongst the newly-built houses, as if it were intended for some such purpose. It would of course make all that property very much more valuable for offices.

1151. *Chairman.*] Then continuing your line in a south-easterly direction from Holborn, you unite it with the Regent's Circus by Dudley-street?—Yes, that is one line.

1152. Will you point out the line that is more to the north?—There is another line more northward, of which that you have just alluded to would form a part. The direction I propose is from near the Regent's-circus to Piccadilly, coming into Oxford-street opposite the end of Hart-street, which is now a very wide street running into Bloomsbury-square, along Vernon-place, and then a line would be obliged to be cut into the King's-road, through rather old and not very valuable property; the King's-road is wide enough for any street; then you get into Liquorpond-street by Reid's brewery, and into property which is now pulling down for the New Victoria-street; you cross by a viaduct to Clerkenwell-green and St. John's-square; you cross St. John's-square and then cross St. John's-street; by a very little pulling down you get into Wilderness-row, which may be widened sufficiently by putting back the play-ground wall of the Charterhouse; by that means you connect it with Old-street, and at once get a line from the whole of the Hackney district and the north-east of London straight down to Oxford-street and Piccadilly.

1153. By that means you would give a new line of communication from the Hackney district to the west of London?—Yes; from the whole of the north-east of London to Piccadilly and Oxford-street, and Westminster and Lambeth.

1154. And to that extent would relieve the present thoroughfares from the heavy traffic which exists upon them?—Most undoubtedly.

1155. Are you aware what route the traffic now takes from that district to the westward; does it find its way into Holborn and the Strand?—Yes; it finds its way almost entirely down Bishopsgate-street and Aldersgate-street, and from thence along Holborn and the Strand.

1156. Then these two new routes you propose to open to the north of Holborn would, in your opinion, relieve the present lines of communication from the heavy traffic which exists upon them from north and east?—Yes, from north and east.

1157. Mr. *Heyworth.*] Will you be good enough to state the points upon the new lines which you have been speaking of, from point to point, that will have to be made quite new?—Beginning at Old-street, the wall of the Charterhouse playground will have to be put back a little through Wilderness-row; a street will then have to be newly constructed from the end of Wilderness-row through Clerkenwell-green; not through valuable property; there is a great deal of open space there; from Clerkenwell-green it is already pulled down, or pulling down, as far as Reid's brewery in Liquorpond-street; from Reid's brewery one side or the other of Liquorpond-street will have to be widened up to the King's-road, at the end of Gray's-inn-lane. King's-road is already of ample width. We then commence again at the end of King's-road, and widen and cut a new street to Vernon-place; when you get to Vernon-place, you have an amply sufficient line along Vernon-place, Bloomsbury-square, and Hart-street, to Oxford-street; then from Oxford-street you fall into the line we have already spoken of, viz., from Oxford-street, opposite Hart-street, down to near the Regent-circus in Piccadilly, through the district of Soho.

1158. That terminates the new portion of the line which you propose should be made?—That terminates the line from east to west.

1159. *Chairman.*] This more southern line you have here starting from High Holborn, and going to the Commercial Road; will that be entirely new?—Certainly not. It will be entirely new in one respect; it will be newly built, but a great deal of it about Victoria-street is pulled down already. That is the same line from Farringdon-street up to Islington, which has been making for more than 25 years past. They are now pulling down to a considerable extent. In fact, the district between Victoria-street and Hatton-garden, or I may say between

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between Hatton-garden and Smithfield, is pulled down already. Smithfield, we know, is now vacant, a new market having been opened last week, and a street for some distance beyond that may be made cheaply, as it goes through property of very little value, and in a very great state of decay.

1160. I see you pass through Smithfield?—Yes; Smithfield is now vacant, the market having just been abolished.

1161. Mr. *Oliveira.*] Have you calculated the cost of these alterations?—No, I have not calculated the cost in detail. I have no doubt whatever the plan would be costly, but I have still less doubt that it would pay.

1162. Upon what grounds do you assume it would be beneficial to the parties building?—My reason is this. At present it is a very low neighbourhood, almost through the entire length: then it would be a main street of London, and the frontage would be of immense value. Another reason also is this, that a great part of it is really open space at this time; I do not say the greater part, but a great part is open space at this time. For instance, the part they have pulled down for making the New Victoria-street.

1163. *Chairman.*] You have not prepared yourself with any statistics as to the quantity of the supposed traffic?—I have not, although I have had the subject before me for a long while. I had no idea the Committee was sitting until last week.

1164. Lord *Ebrington.*] Some of your suggestions are framed on general considerations?—They are, but I know the neighbourhoods well; I have known them from a boy; and one neighbourhood about Aldgate, which is a very large parish indeed, I know very well, being a clergyman working there day by day. Another neighbourhood, that round Soho and St. Giles, I know very well for the same reason, having been a clergyman working there; and also other places.

1165. Mr. *Oliveira.*] Have you thought of this, whether your new route would not very much interfere with the traffic and the trade of the existing thoroughfares?—I have. No doubt it would in some respects, but not so much as people suppose. I will take the instance of Cheapside. I do not believe it would hurt Cheapside in the slightest degree, or the Strand, or Ludgate-hill, or Newgate-street, or scarcely any of the present thoroughfares, for this reason—when we are in a crowded street we never stop to look at shops; we get through as quickly as possible. I think a street may be too crowded for its own advantage.

1166. *Chairman.*] A little freedom from the present heavy traffic would be a relief?—I think so.

1167. Lord *Ebrington.*] It would be more attractive if less crowded?—Yes.

1168. Have you considered a northern communication from Tottenham Court Road to Trafalgar-square?—I have.

1169. Will you state the route you propose?—I propose a line from the end of Tottenham Court Road, passing partly down Crown-street, falling into the north-east side of Leicester-square, crossing Leicester-square by the present traffic route, and falling into Trafalgar-square at the west end of the National Gallery. That would relieve the Hampstead, the Camden Town, Kentish Town, and Russell-square districts, and give them, together with the North Western and Great Northern Railways, a much improved access to Westminster and the surrounding districts.

1170. Open a through communication from Camden Town down to Westminster?—Yes.

Mr. *John Hargrave Stevens,* called in; and Examined.

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1171. *Chairman.*] YOU are an Architect and Civil Engineer?—I am.

1172. Have you held any appointment under the City of London Corporation?—Yes, surveyor to the western division of the City.

1173. How long have you held that office?—From the year 1843 to the present time.

1174. Do you hold it now?—I do.

1175. Has your profession given you opportunities of ascertaining the nature and extent of the traffic through the City and the metropolis generally?—It has, to a very large extent.

1176. Have

1176. Have you directed your attention particularly to that going from east to west?—I have.

1177. Have you thought of any means whereby the inconvenience which at present results from the crowded state of the thoroughfares may be remedied?—My attention was called to that subject so long ago as 1837 by Mr. Charles Pearson, the City Solicitor. At that time, I believe, an Act had been passed for making a railway from Camden Town to Saint Sepulchre's Church, at the top of Skinner-street, which railway was proposed to be on arches above ground; Mr. Pearson, who had already paid considerable attention to the effect of such structures upon the City, requested me to go over the site of that railway, and ascertain if it were possible to make a similar railway, and to make it beneath the surface, so that the existing thoroughfares should not be interfered with; and that the ground on each side of the railway should be made available as building sites for fresh property, so that by that means the expense might be considerably lessened.

1178. The railway to which you have referred expired by effluxion of time, did it not?—Yes, the works were commenced at the back of Alderman Cubitt's premises in Gray's-Inn-Lane, but the funds of the company were expended; the times were adverse to these matters, and the project fell to the ground.

1179. In 1844 another project came before the public, which excited great attention at the time, called the Manchester Direct Railway?—Yes.

1180. Had you any connexion with that railway?—Yes.

1181. In what capacity?—I received a communication from the chairman requesting me to survey several projects which were before the direction of that company for making a terminus in the City of London.

1182. What did your services extend to; did you prepare a model or plan?—The chairman desired me to report upon the projects then before the direction, and to suggest, at the same time, in my report, whether there was any other site which appeared to me to be more advantageous for the purposes of a station for such a railway as the Manchester Direct Railway than the sites which had been proposed; one of the proposed sites was in Aldersgate-street, and the other was in Smithfield.

1183. What was the result of your survey?—I went over the whole of the ground at that time, examining it carefully, and the result of my investigation was, that I recommended to the Manchester direction to adopt a different site from either of the sites proposed, viz., to place their station in Farringdon-street, making a communication from Farringdon-street to their proposed station in Maiden-lane by means of a railway passing along the valley of the Fleet.

1184. That company does not exist now?—No, they went to Parliament and deposited a separate Bill for that terminus and extension, but I believe their evidence broke down upon the Standing Orders; at all events the Bill was withdrawn for some reason or other.

1185. And the scheme has not been revived?—No. I ought to mention, that, in the interval between 1837 and 1844, my attention had been continually directed to the subject of the want of communication, both railway and other communication, across London in different parts, and that in consequence of my communications day by day with Mr. Pearson, resulting out of the project of 1837, a curious state of things developed themselves in reference to the Metropolis. I found that in the City of London, which is distinguished on that plan by a red tint, a change is gradually going on in the nature of the population and its occupations; viz., that in the centre of the City, as distinguished by the lighter tint, the population was getting thinner, and the buildings were altering their character from residences into warehouses and offices; and the population in the darker tinted district surrounding it, which represents the City without the Walls, was becoming of a poorer description; the wealthier class of persons engaged in trade and in commercial operations in the City were gradually ceasing their custom of residing in the City, and were going to live at considerable distances from it; that persons occupied in the inferior descriptions of employment were compelled to reside within a walking distance of their labour, and the occupations became more densely crowded in the neighbourhood immediately surrounding the City.

1186. The lower classes were driven out of the City from the change of residential

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residential property into business property, and located themselves immediately outside the Walls?—Yes, immediately surrounding the City.

1187. The population becoming very dense?—Yes.

1188. Mr. *Williams.*] You mean what is called the City Without?—Yes. Perhaps it may be as well if I give the Committee some statistics as to that. The City itself within the Walls stands on 600 acres of land, which is less than a square mile. The City Within contains 370 acres, the population of which is 54,702; the City Without contains only 230 acres, or something like 50 per cent. less than the area within the Walls, and yet the population of the City Without is 73,167, or nearly 50 per cent. more than the population within the Walls. Contrasted with the rest of the Metropolis, that mass containing nearly the whole of what is called the Metropolis, in the Census returns, the population Within, the lighter red, or the City Within the Walls, is at the rate of 7½ to a house; the population in the City Without the Walls is at the rate of 10 to a house; and the population beyond the City Without the Walls is again at the rate of 7½; so that it shows very distinctly there is that overcrowding in the belt surrounding the City itself.

1189. Does that map take in the whole of the district which is now comprised within the Registrar-general's returns?—Very nearly so, not quite.

1190. Have you made any calculation as to what is the average number of persons in each house within the Registrar-general's district?—Yes; 7½ to each house.

1191. Then, with the exception of that portion of the City called the City Without, the average number of persons in each house is 7½ over the whole of the Metropolis?—Yes.

1192. And, including that part which is called the City Without, what is the average of the whole?—I have not taken that average; I have separated the Metropolis proper from the City within the Walls and without the Walls.

1193. Would it amount to eight persons to each house?—No, I think not; the great pressure of population is in that district marked a dark red colour.

1194. Were the plans you prepared in the course of your investigation for the Manchester Direct Railway submitted to the authorities of the City?—They were.

1195. Did they meet with their approval?—They did to some extent; at the same time the Manchester Direct Company proposed to have a terminus in Farringdon-street, the North-western Company proposed a similar terminus on the other side of Farringdon-street, near the Old Bailey: both these projects were submitted to a committee of the Corporation of the City, and certain modifications were made in both of them; the object of these modifications being to enable a street to be made crossing Farringdon-street, at right angles, and connecting the proposed street from the end of Cheapside with another proposed street towards Lincoln's Inn Fields, the general effect of which would have been to open an entirely new communication from Cheapside to the west end of the town, running parallel to High Holborn and the Strand, and between them.

1196. And the whole of these plans have proved abortive in consequence of the Railway Company not getting Parliamentary powers?—They fell to the ground in consequence of that railway not being carried out.

1197. Has any portion of that plan been resuscitated under another title or name?—Not in the same form.

1198. Is not the Metropolitan Railway a portion of the original scheme laid down then?—To some extent it is, so far as its connecting the northern railways and the City down the valley of the Fleet; that is a portion of the line proposed by the Manchester Direct Railway.

1199. We have it in evidence that the Metropolitan Railway got Parliamentary powers, and that its capital was subscribed for the purpose of making a railway from the vicinity of the Great Western Railway down to the Post-office, and also extending it by means of a bridge through the east side of St. Paul's Churchyard to unite with the railways to the south of the river, and also going westward to unite with the railways at the south-west of the Metropolis and the district of Chelsea?—Yes.

1200. They further propose to continue eastward a junction branching off from the Post-office to unite with the Eastern Counties line?—That is so; the Metropolitan Railway and the extension you speak of formed part of a general scheme of railway communication proposed by Mr. Pearson as long since as 1850.

1201. Then

1201. Then the Metropolitan Railway which was afterwards submitted to a Committee, was in fact the original scheme of Mr. Charles Pearson?—That is so.

1202. Is there any portion of his scheme which has not been adopted by them, which you would consider of great importance in the improvement in the Metropolis?—Yes. If the Committee will permit me, I will give a general outline of what Mr. Pearson's project was in as few words as possible, which will give you a better idea of the difference between that and the Metropolitan Railway scheme. That is a plan which shows what has been denominated Mr. Pearson's City terminus plan. Mr. Pearson's plan consisted of two distinct divisions: first, the carrying out of certain street improvements to be made under the supervision and direction of Public Commissioners, by means of funds derivable, partly from the sale of properties included in the districts proposed to be remodelled, but which will not require to be removed; partly from the sale of plots of building ground adjoining the new and improved streets; partly from loans extending over a period of 40 years, on the security of the rateable difference between the present annual value of the property to be purchased for the improvements, and the additional value such property will derive from its proximity to the new streets and railway, as well as the rateable value of the railway itself; and partly from public funds applicable, or by the provisions of an Act to be made applicable to such purpose, as suggested by the Royal Commissioners appointed in 1846, to report on the several schemes of Metropolitan termini. The second division comprises the formation of eight lines of railway, extending from King's Cross to the centre of Farringdon-street, together with six separate passenger stations, the whole of which are to be constructed by means of a subscribed share capital. The street improvements consist of the raising of the roadway to Holborn Hill 17 feet 6 inches above its present level at Holborn Bridge, thereby lessening its present inclination averaging 1 in 19, and substituting an improved gradient of only 1 in 220; in connexion with this will be the reconstruction and improvement of Farringdon-street, Holborn-hill, Skinner-street and Snow-hill, so as to accord with the proposed new level of Holborn. The construction of entirely new streets—from Holborn-hill to King's Cross, 100 feet in width; from Holborn-hill to Smithfield; from Farringdon-street through the site of the Fleet prison, to the Sessions-house, Old Bailey; from Farringdon-street, near Harp-alley, to the top of Stonecutter-street, Shoe-lane; from Ludgate-hill, at the corner of the Old Bailey, across the site of the Fleet prison, to the corner of Fleet-lane in Farringdon-street; from Snow-hill, through Sharp's-alley, to Turnmill-street; from Turnmill-street to Victoria-street; from Charles-street, Hatton Garden, to Victoria-street; from Liquorpond-street to Clerkenwell Green, adjoining the Sessions-house. In addition to these new streets it is proposed to widen and improve the levels of Holborn-hill, Snow-hill, Shoe-lane, Turnmill-street, Silver-street, Coppice-row, Back-hill and Hatton Wall. It is also proposed to construct a viaduct 1,000 feet in length by 50 feet wide, across Farringdon-street, to form part of the street formerly proposed to be made by the Government and the Corporation of London from Cheapside to Carey-street, and to form two open spaces adjoining the entrances to the railway station, for the convenience of setting down and taking up passengers without incommoding the regular traffic of the adjacent thoroughfares.

1203. Then Mr. Pearson's project was to raise the street over the valley of the Fleet for the purpose of the ordinary traffic, and to make use of the space below for the railway traffic?—Precisely so.

1204. Have you any plan which shows a section of the proposed line?—Yes; this is a plan which shows the alteration at Holborn Hill (*Witness hands in the same*). This is a plan showing a portion of the property which will be affected by the alteration. I would refer the Committee to the model, which is in the room, which will give a better idea of the plan (*Witness proceeded to explain the proposed line by a reference to the Plans*).

1205. From your experience of the street traffic which flows north and south, do you think that this road, if it were made and converted into a public thoroughfare, would relieve the present heavy traffic, and be as available for the public as a street communicating with Islington, and running down past the Post-office to the east end of St. Paul's Churchyard, over a new bridge through St. Paul's Churchyard, and so direct to the Elephant and Castle. Which, in your opinion, would give the greatest amount of accommodation; the route marked out upon your plan, or the route I have named?—I think, taking

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taking into account the collateral advantages of Mr. Pearson's plan, that route would be much preferable, for this reason. It involves the raising from a lower level the property throughout the Fleet Valley, and enables communications to be made east and west across that valley at various points, where communications are much needed.

1206. But looking at it simply as a mode of communication between the northern parts of the Metropolis and the southern, and without reference to any improvement in the communication east and west, which do you think would give the greatest amount of accommodation to the public going north and south?—I think the plan to King's Cross is preferable, because it opens out a much larger district.

1207. Does the plan to King's Cross open out as large a population as the route terminating at the Angel Inn, Islington?—I should think not; that is one of the reasons why I should think it preferable, because it opens a communication with a district at present comparatively but little populated, and would afford the means of access to a district where property is cheaper, and where residences can be had more reasonable.

1208. Putting on one side Mr. Pearson's scheme, which you think so desirable as a railway scheme, and looking at it entirely as a mode of communicating north and south, and of improving the communications east and west, do you think it is a scheme which could be advantageously carried out merely as a street?—I think it would be one of the most important communications which could be made north and south through the Metropolis. If you will direct your eye to the map, you will see the site of that street is distinguished by a red and blue tint, which can hardly be seen here; it passes almost through the centre of the whole Metropolis.

1209. Mr. *Williams.*] Do you not think the circumstance of the contiguity of Mr. Pearson's scheme to the railway stations would give it a great advantage over that of making the line from Islington to the Elephant and Castle, which is out of the range of the railway stations?—The advantage of making both together would be, that each would cost less. If you were to make a new street from the Angel at Islington through the City the cost would be enormous; in all probability, such a street as that could not be made under a million and half of money; you must fall entirely upon the public resources for that large amount. In that case, of the simultaneous construction of a street and a railway, which was what was proposed by Mr. Pearson, the cost would be divided between the railway and the street improvement; each of these would then be executed at much less cost than they could be under other circumstances.

1210. Do you not think the scheme proposed by Mr. Pearson, independent of its being less costly, would afford greater accommodation to the public, in consequence of its connexion with and contiguity to the railway stations?—I have no doubt that that is one of its most important features.

1211. *Chairman.*] Looking at the fact, that a great portion of the population of London have been driven from what you may call London Without, and from the district you call London Within, to the distant districts, a railway communication leading to those districts would be the means of assisting that population to get by it to their places of business, and also relieve the present thoroughfares of the Metropolis?—I think so.

1212. A railway which would not interfere with the property of the present thoroughfares would, in your opinion, be more advantageous than a new line of street?—I think so, without question.

1213. The effect of a new line of street, if it were thought more desirable, by shortening the thoroughfares by the existing ones, would be to bring all the traffic which exists upon the present streets upon the surface of that?—Yes.

1214. And you consider railways in general a better mode of getting access from the outer districts of the Metropolis to the centre of the Metropolis than new streets?—No doubt; the cost of transit by railway is exceedingly small, and the advantage of it is appreciated by the public, upon every railway opened in any direction in which they can take advantage of it; for instance, the North London line, the Blackwall Railway, and the Greenwich Railway, are all strong evidences of that; on the Blackwall Railway proper the traffic is 8,000,000 of persons per annum.

1215. Have you any idea what the traffic is upon the New North London line?—About five and a half millions per annum.

1216. At the time the company obtained their powers it was not contemplated to carry passengers?—I believe the company opposed a clause compelling them to have one passenger train each day on their line. Their intention was to make it a goods line, to connect the docks with the north-western line itself, which was afterwards found to be of secondary consideration; for the enormous number of passengers who travelled upon it precluded the possibility of using the line to the extent which was contemplated originally for goods traffic.

1217. It has been stated that it is only the ability of a railway to carry that can be the measure of its traffic?—In the case of town traffic I think that is so. That is a very strong case of the Blackwall Railway. Up to within a short period they have only had one single pair of rails, one up and one down, to accommodate not only the traffic to Blackwall, but to accommodate all the North London traffic which runs upon their line. They also take the Southend and Tilbury traffic, and a portion of that of the Eastern Counties, and the traffic to and from Kew and Windsor by the South Western line, through Primrose Hill to Camden Town, to Islington, and Highbury, and thence to London. They take the goods trains from the Camden Town Station, and carry various other traffic which comes upon them from different lines of railway. But I can simplify that evidence by stating to the Committee the number of trains. There are 304 trains which run in and out of the Fenchurch-street Station every day upon a single pair of lines.

1218. The effect of that railway has been to accommodate the outer districts of the Metropolis, more particularly that portion which lies to the east and north-east of the railway?—That is so.

1219. The Metropolitan Railway, which is contemplated to be made, would strike through the centre of the Metropolis?—Yes.

1220. A new traffic will be created by that?—A new and a more convenient traffic; for instance, the distance from the North-Western Railway to the City by the Metropolitan line is little more than a mile. The distance from the North-Western Railway to Fenchurch-street is nearly 10 miles; and notwithstanding the distance is so great, a very large number of persons who carry on business in the City, do go to Fenchurch-street, and travel by that railway 8, or 9, or 10 miles every day to get to their houses.

1221. Taking it as a question of time and money, there is less time and money required?—Yes, than by the ordinary modes of conveyance.

1222. Will you be kind enough to cast your eye upon that map, and take the mid district which is at present occupied by the Regent's Canal. You have given evidence that the Northern Railway has quite sufficient traffic to occupy it, and that the Metropolitan Railway will have as much as it can carry. There is a mid district which is at present occupied by the Regent's Canal; would that canal, if it were converted into a railway communicating north and south, afford additional accommodation?—I think the population of the metropolis is so large, and its occupations so various and so constant, if you can make a railway anywhere, it will be advantageous to the public; and I have no doubt a railway in that direction, if the Regent's Canal were made into a railway, would afford accommodation to a large number of passengers, and perhaps goods traffic.

1223. Looking at a railway which would communicate more speedily through the metropolis, as contrasted with the separate making of new streets, which, in your opinion, as a practical man, would be the best deserving of consideration?—A railway, no doubt, because the time and expense of travelling by the ordinary road is immediately avoided.

1224. And that would be a more efficient means, in your opinion, of effecting a better communication to all parts of the metropolis?—I have no doubt of it.

1225. Would it tend to relieve the present pressure which exists in the great thoroughfares?—My impression is, that it would create two new circumstances. In the first place, it would create a demand for residences out of town by a class of persons who cannot now go out of town, who are too poor; and in the next place, it would create a cheaper mode of transit by railway than now exists, because the moment you have a sufficient number to pass over a given extent of line, and that line finds it answer to accommodate a larger portion, it will reduce its fares. I think the return fare upon the North London Railway is only 6*d.* for nearly 20 miles.

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1226. I think you stated there are about five millions of passengers per annum carried on the North London line now?—That was the return in 1854.

1227. Are you aware whether this had any effect in removing any of the omnibuses from running into the northern parts of the city?—I believe it is perfectly new traffic; persons come from Hackney to Islington, for instance, who never thought of going in that direction before.

1228. Mr. *Heyworth.*] You have instanced the Blackwall Railway as being a very successful undertaking with regard to supplying more commodious means of travelling; but the Blackwall Railway is on arches, I think?—It is.

1229. Mr. Pearson's line of railway will be underneath the streets?—Yes.

1230. Do you think the public will be ready to support or patronise a line which goes under the streets as much as they would a line which is carried on arches?—I think they will patronise any line which gives them convenience and comfort; there is no reason why a railway which passes under ground should not be made as comfortable, and even more so, than a railway in the open air. That circumstance will give rise to other changes: for instance, the kind of carriages will be totally different from those used upon the open railways; the passengers will not want to look out upon the country, and, therefore, there will be no need of windows: they will, in fact, be large rooms, well lighted and well ventilated.

1231. *Chairman.*] You have spoken of the facility of carrying people to and fro; I presume the traffic in food for consumption within the metropolis is an element in your calculations of advantage to the inhabitants of the metropolis?—Certainly.

1232. Do you consider the public would derive great benefit if there were a communication by means of a railway, from the growing districts to the consuming districts of the metropolis?—I think there is no doubt of it, and the experience of some of the subsisting railways would afford a strong reason for that opinion. The North Eastern Railway brings fish to Billingsgate, because it is cheaper to bring fish by that railway to Camden Town, and then to cart it to Billingsgate, than to bring it by water. It is a cheaper and more direct means of conveyance. The North Western brings meat to Leadenhall Market and Newgate Market upon the same principle, although they have to bring it a very long distance to the railways, and then have to cart it at an expense of 5 *s.* a ton from Camden Town station into the City; the meat is brought by that means in preference to the ordinary method of transit. The Eastern Counties Railway again brings up large quantities of fish and immense quantities of grain, and the grain which is brought up by the Eastern Counties Railway is deposited in Spitalfields, and then carted in waggons from there to the extreme ends of the West End of the town. The flour, in fact, is distributed all over the town.

1233. Taking the case of conveying corn or carrying dead meat at 1 *d.* per ton per mile by railway, they carry it 60 miles by railway at a sum which is equivalent to carting it across the metropolis from one side to the other?—Yes.

1234. Then if it could be effected at the moderate charge of 2 *d.* or 3 *d.*, instead of 5 *s.*, would that aid the consumers within the metropolis?—Yes.

1235. And to that extent it would benefit them?—Yes. I will call your attention now to the new market in Copenhagen-fields; that market is almost inaccessible to a large number of persons who deal in meat; I think it is most important and most essential, that that market should be connected with the south of the town by means of railway communication, in order to come within the reach of the class of persons who consume the meat.

1236. Have you ever considered the nuisance that would be remedied by the improvement in the mode of transit by this underground railway, to other districts in the metropolis where the meat is to be consumed, and so avoid the passing beasts through the streets of London?—No, for this reason: I have rather been of opinion that the establishment of a market in that neighbourhood will lead to the erection of slaughter-houses in connexion with it, and the meat will be distributed already slaughtered to the different parts of London. There will be no difficulty in having carriages constructed purposely, something like small butchers' shops, such as the stalls they have in Leadenhall Market, with the ceiling covered with hooks on which the meat may be hung, and sent to any part of London by means of that railway, and delivered at the stations in the immediate neighbourhood of the consumers.

1237. Vessels

1237. Vessels might be constructed which could be removed from the railway truck to the butcher's waggon, which would take it to his own shop?—Yes. In Mr. Pearson's plan it was proposed to establish a large meat market at the corner of Holborn.

1238. That is a new market?—Yes.

1239. Have you considered the question of minerals; coal?—Coal is a very important trade, and is becoming more important every day; the Great Northern Railway sends out as much as 320 tons of coal every day, and that travels in all directions over London to the consumers. It would be, no doubt, of great advantage to those consumers if the coal could be brought nearer to them by railway. Since the opening of the North London line, coal stations have been established at almost every station along the line, at Hackney, at Highbury, and other places, and the neighbourhoods surrounding those stations have been greatly benefited by obtaining coal of a superior quality, and at a much lower price than they could before.

1240. Whether the coal comes by the river or by railway, it would be the same thing in giving a communication through the metropolis?—It would. That coal traffic is one of the sources of the inconvenience of over-crowded streets, which every one is now complaining of.

1241. Have you any idea of what is the cost per ton of delivering the coal from the ship's side to the most distant parts of the metropolis?—I have not.

1242. You have made no calculation of what would be the saving to the public by this railway communication?—I have not.

1243. Are you aware of the reduction in the price of coal from the competition between sea and land?—Yes, I have had to pay very much less for it since that competition.

1244. Taking the consumption within the metropolis at four millions of tons per annum, a reduction of five shillings per ton would be a saving of a million of money per annum?—Yes, that is so.

1245. Have you any idea of what is the total local rates of the metropolis?—I do not carry it in my mind at this moment; I have a return which was made the other day to Sir Benjamin Hall's Committee.

1246. Mr. *Williams.*] Do you think the bringing the terminus of this proposed line to Farringdon-street would occasion a great deal of stoppage at that place from the accumulation of carriages and vehicles of all sorts?—No, because it is not proposed to have any accumulation of carriages there; the stations there, like the stations upon the Metropolitan Line, will be more like an intermediate station on an ordinary railway; the trains will take up passengers and go on; there will be no accumulation of passengers; one effect of having a line through the metropolis, communicating with a number of stations such as the Metropolitan line, which has a station at Clerkenwell, another at King's Cross, and so on, will be, that you will not have an accumulation of passengers at any one point; people will get out at the stations nearest their destinations, and therefore they will be distributed as they go along.

1247. I ask that question, because I find that is the principal objection which has been raised to Mr. Pearson's scheme?—That objection has been raised; I will call your attention to a small map before you. The station proposed by Mr. Pearson is between Holborn and Ludgate-hill; there are accesses to that station by Ludgate-hill, by Farringdon-street, and also by a street from the Old Bailey; from the Holborn end by Skinner-street and Holborn itself, and by the new street to Smithfield and Victoria-street; so that the stations are placed within the centre of a system of streets calculated to distribute the traffic in various ways.

1248. But the great mass of goods, for instance, brought from the manufacturing districts to the wholesale warehouses in the City, will be brought to Farringdon-street as being the nearest?—They will be brought to warehouses calculated to receive them. One portion of this project is the erection of warehouses about 1,200 feet long, with a road through the centre of it, and so constructed that the largest quantity of carts that are ever likely to get together in London, with all its traffic, would be loaded and unloaded simultaneously under cover, and then be distributed very easily, so that they would not all go out at once; by a system of order and arrangement a vast amount of business could be got through in a very short time.

1249. *Chairman.*] Do you think it better that passengers should be distributed

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from station to station than be brought to one general terminus?—Yes, it is very inconvenient now; if a man wishes to get to the West End of the town, it is extremely awkward to be dropped in the middle of the New-road, especially as you arrive at the most inconvenient times. I have occasion to travel by the North-Western Railway very often, and I get to London at five o'clock in the morning, and I find it very inconvenient. Most of the carts from that station which are sent to the City are stopped by the private gates belonging to the Duke of Bedford; you cannot cross Russell-square, or squares in that neighbourhood, you must go westward to Tottenham-court-road, and eastward by Judd-street. There is another description of traffic which would be provided for by a railway going into the centre of the City, and that is the traffic in goods which go and return many times before they are disposed of. For instance, in leather; the skins of animals which are brought up in cargoes to be sold in the London market by the North-Western Railway. The skins are sent to Leadenhall Market in separate conveyances to be sold as hides; they are carried from the Camden Town station through a number of small thoroughfares until they get into the heart of the City, obstructing every thoroughfare as they go on; and when they are sold in Leadenhall Market they are sent by other railways to the north of England to be tanned; then they are returned from the north of England in the shape of tanned hides; they then travel a third time by waggons from the Camden Town station to the large leather warehouses, such as Mortimer & Lawrence, in St. Mary Axe, and to other persons who deal in hides; they are again sold, and sent back to the Camden Town station in the shape of leather, and from Camden Town to Northampton to be manufactured into shoes and boots; they come up again by railway to Camden Town, and are carted into the City in the shape of boots and shoes, and are carted back to Camden Town, and are carried from thence to Liverpool for exportation.

1250. So that five or six cartings would be saved by means of a through communication?—Yes, five or six cartings by the largest and heaviest waggons, which are those that stop up every thoroughfare they pass through.

1251. Any communication which connects itself with the railways north or south of the metropolis will tend to some extent to relieve the traffic which finds its way upon the surface?—Yes.

1252. And you consider that railway communication is the best means which can be taken to improve the communications in the metropolis?—There is no doubt it is the best means.

1253. Mr. Pearson's plan, then, may be considered to a certain extent as having merged into the Metropolitan Railway scheme?—Not so; the Metropolitan Railway is good as far as it goes, but it is only a portion of Mr. Pearson's plan. The Metropolitan Railway provides at present for two lines; two narrow gauge lines and two broad gauge lines; it does not extend so far northward as Mr. Pearson's plan, nor does it provide anything like the accommodation for the goods traffic in the centre of the City.

1254. They propose having a station at the Post-office; from that to form a junction with the Shoreditch station, and to have a goods station there; they will also have a station near St. Paul's; that is three stations?—That will be a further extension.

1255. They also unite with the Brighton Railway, the South-Eastern Railway, and the South-Western Railway; that is three more stations?—Yes; but you are now speaking of a part of the Metropolitan line, which is not yet in existence.

1256. It is contemplated?—Yes; and, so far, that is part of Mr. Pearson's original plan.

1257. So far as the scheme is carried out by providing abundance of station room, it is the same?—I think so.

1258. But still you maintain, as a street improvement alone, the plan of Mr. Pearson ought to be carried out so as to open a direct communication from the Borough, over Blackfriars Bridge, to the northern part of London behind the Great Northern Railway?—I have no doubt, as far as a portion of Mr. Pearson's scheme is concerned, the Metropolitan Railway will effect that; but it will not effect the raising of Holborn Bridge, nor the streets north, nor the communication to King's Cross, nor the communications across the Fleet Valley from Clerkenwell Green to Liquorpond-street, or the other streets shown

shown in Mr. Pearson's plan; none of those improvements will be affected by it. Mr. *J. H. Stevens.*

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1259. Do you think a street commencing at the Commercial Road, and going northward along Cheapside and up Holborn, as far as Gray's Inn, would tend to relieve the traffic which exists upon the present routes?—I am not sufficiently acquainted with that traffic to say how far it would be relieved, but so far as I do know it my impression is that the traffic is rather from the City towards those outskirts than separately from one to the other; that is, the traffic is from the Commercial Road to the centre of the City, and not from the Commercial Road to Gray's Inn; again, the traffic is from Gray's Inn to the City, and not from the Gray's Inn to the Commercial Road.

1260. Do you think persons in business east of London Bridge, and in connexion with the Docks, or in connexion with the eastern parts of the metropolis, have their residences more to the north and the east than they have to the west?—Persons in business, connected with the docks or with the east, have their residences as near as possible to their place of business.

1261. The part of the traffic which commences early in the morning from the west to the City, chiefly arises from parties going to their business in the City?—I think a great portion of the passenger traffic does arise from persons coming from the districts to the north, the west, and the east towards the portion of London where the business is transacted, and the greater part of the business is transacted in the City. There are some occupations in connexion with the Docks, but nearly all the persons who go to the Docks come out of the City to them.

1262. Taking the metropolis east and west, and cutting through the centre of London, that portion of the population which has business to the east of the centre of London, you think reside more to the north and east of London than to the westward?—I should think so generally; but the population about the eastward part of London is not denser than it is to the north of London. According to the last census tables, I find there is not so large a residential population in the neighbourhood of the Docks as you would suppose the business carried on must create. Take, for instance, one business carried on at the Docks; there is an enormous business done in grocery, but the persons engaged in that trade carry on the business in the neighbourhood of Cannon-street. So persons engaged in the wine trade carry on their business at Mark-lane.

1263. Are there any other observations you wish to make?—As I understand the Committee purpose meeting again, I will, if the Committee will kindly permit me, take that opportunity of supplying any omission I may have made.

Mr. *Richard Bell,* called in; and further Examined.

Mr. *Richard Bell.*

1264. *Chairman.*] YOU submitted a plan the last time you gave evidence before the Committee, and you were desired to amend it; have you done so?—I have done so.

1265. Will you be kind enough to state in what way you propose to effect a communication between your contemplated station in Fore-street and the Post-office, and also between that station and the Eastern Counties Railway?—That is also shown upon the plan I now hand in. (*The Witness hands in the same.*)

*Vide* Plan No. XXII. at the end.

1266. And I also see upon the plan, you have brought your railway to Trafalgar-square, westward?—I have.

1267. And you have also carried it across southward, by means of a bridge running close to Blackfriars Bridge?—I have.

1268. Uniting with the South-Western Railway at the station in York-road?—Just so.

1269. Do you mean to make that communication between Fore-street and the Post-office and Farringdon-street south, by means of a tunnel?—Partly by means of a tunnel under the streets, and where I pass under the houses, and partly by a viaduct over Farringdon-street, and partly by an open cutting near to Shoe-lane. I will describe it as shortly as possible. It would form part of a line, in fact, from the terminus to the Post-office, and thence to Trafalgar-square, which would be carried under the thoroughfares without any difficulty whatever, and it would also pass under property which would make it very easy of execution and not costly.

1270. Do you pass through property or under property, within the walls of the

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the City of London?—I pass both under and through property within the walls of the City of London.

1271. Do you interfere with any surface property in the City of London?—I do.

1272. Are you not aware there is a strong objection on the part of the authorities of the City, against any interference with surface property?—I am; but I should only do so at one place near Shoe-lane, where it is necessary. There are a great number of open spaces at which I should make places for ventilation of an architectural and ornamental character, and which would be rather an improvement, as far as appearances went.

1273. Continuing your line from the station in Fore-street to the Post-office, is that under ground?—Yes.

1274. Going eastward from your station in Fore-street to join the Shoreditch station, is that under ground?—That is above ground.

1275. And then there is a line from Fore-street passing along Moorgate-street and going to the Docks; is that under ground?—Yes, that is under ground to and along Tower-street and Tower-hill, open by Tower-ditch, and under to the Royal Mint, and to the St. Katherine's Docks, and also to the London Docks.

1276. There is a railway communication now to these docks by means of the Eastern Counties Railway and Blackwall?—There is, and I make one myself, as I explained the last day, by passing over a part of that branch which forms the junction between the Thames Tunnel, and the line at Stepney footpath Bridge.

1277. By means of your underground communication from Fore-street to the docks could you effect a communication with all the railways north of the metropolis, and also with those south of the Thames and the docks?—I do that; I also relieve the streets from that traffic. The line would be a dead level from Fore-street to Thames-street.

1278. Then you see no engineering difficulty as regards gradients and curves in carrying that out?—No, there are no gradients of consequence; there would be no engineering difficulty; no street would be disturbed except Shoe-lane.

1279. And with regard to curves?—There will be curves, but you could not travel along the line at so rapid a pace as to make those curves injurious; and the line being tolerably level we should find the less difficulty. It is also extremely level from the Old Bailey to Charing Cross. I had not proved the practicability of this part of the plan the last day I was before the Committee, therefore I did not feel myself justified in occupying the time of the Committee with it, but I have since carefully examined it; there would be no property to buy along the Strand; and the whole of the property I pass under near Tower-street would be a very cheap class of property. The same course I have pursued in the part of the line from the Old Bailey up as far as the bottom of Wych-street; beyond Wych-street, the property increases in value, but not far; beyond that I pass under the street along the Strand.

1280. You branch off from your main line to Fore-street, almost at right angles, I see, to come to the south of the Thames; do you not think that would be a difficulty in working the railway?—This is a small scale here to show whereabouts it would come. It is difficult to show it in this plan. The observation is perfectly correct, that I should be obliged to accomplish that by a little sharpish curve, but it is not a difficulty which could not be got over at that particular point where it is now. This part of the line was surveyed in 1846, at the time I had a project for making a general terminus at that part between Smithfield Bars and the continuation of Farringdon-street; I thought that the best place at that time to make a general terminus for the Great Northern and Southern railways, and that part of the line was surveyed at that time, and I have now adopted it, and there is no difficulty there, although this is rather carelessly shown, in making such a connexion as I think would be approved of. There is no difficulty in the levels. The only alteration I should desire in that plan would be, if I could, to combine anew Blackfriars Bridge with my railway, for I think it is undoubted that not only that bridge will come down, but all the rest will follow it; it is now in a very bad state, and that is increasing.

1281. Are you of opinion that all bridges should be free to the public?—Decidedly

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Decidedly so. I think they would all require to be new, such changes have taken place in consequence of the change in the level of that part.

1282. That is an engineering question?—Yes, that is an engineering question; it only applies to my plan so far as this, if a railway could be combined with Blackfriars Bridge by the widening of the bridge, it would render less necessary that which I explained before as being objectionable, viz., additional bridges over the river.

1283. You see no other obstacle to your plan but those of money and time?—I think it might be effected very easily indeed.

1284. Have you prepared a table of the relative levels of the surface of the rails, and the levels of the streets in or over which the line passes?—Yes.

[*The Witness hands in the same, which is as follows:*]

Mr. *Richard Bell*'s Project.

TABLE of the relative Level of the Surface of the Rail to that of the various Streets under or over which it passes.

POST OFFICE and TRAFALGAR-SQUARE Branch:

| | *Ft.* | *In.* |
|---|---|---|
| Under Fore-street | 19 | 0 |
| Ditto London Wall | 20 | 0 |
| Ditto Philip-street | 21 | 0 |
| Ditto Wood-street | 23 | 6 |
| Ditto Noble-street | 21 | 0 |
| Ditto Post-office-yard, North Metropolitan Level | 19 | 0 |
| Ditto St. Martin's-le-Grand | 21 | 6 |
| Ditto Newgate-street | 26 | 0 |
| Ditto Warwick-lane | 27 | 0 |
| Ditto Old Bailey | 16 | 0 |
| Over Farringdon-street | 20 | 0 |
| Under Shoe-lane | 12 | 0 |
| Fetter-lane | 20 | 0 |
| Chancery-lane | 22 | 0 |
| Pickett-street | 22 | 0 |
| Newcastle-street | 28 | 0 |
| Wellington-street (opposite) | 25 | 0 |
| Southampton-street ditto | 27 | 0 |
| Under Bedford-street ditto | 28 | 0 |
| Ditto Trafalgar-square, North side | 25 | 0 |

Branch to LOWER THAMES-STREET, ROYAL MINT and DOCKS, FORE-STREET STATION to BILLINGSGATE.

| | *Ft.* | *In.* |
|---|---|---|
| Under Little Moorfields | 20 | 0 |
| Ditto Corner of Fore-street and Moorgate | 20 | 0 |
| Ditto Moorgate-street | 22 | 0 |
| Ditto Lothbury | 20 | 0 |
| Ditto Princes-street | 20 | 6 |
| Ditto Mansion House | 20 | 6 |
| Ditto Clement's-lane | 27 | 0 |
| Ditto Botolph-lane | 18 | 6 |
| Lower Thames-street Station | Level. | |
| Idol-lane | 21 | 6 |
| St. Dunstan's-hill | 20 | 0 |
| Beer-lane, Tower-street | 21 | 0 |
| Great Tower-hill | 21 | 0 |
| Little Tower-hill, front of Royal Mint | 20 | 0 |

*Francis Bennoch*, Esq., called in; and further Examined.

*F. Bennoch*, Esq.

1285. *Chairman.*] YOU wish to add something more to the evidence you have already given before the Committee?—When I was last before the Committee, I made mention of the great interruption to the public thoroughfares from the badly arranged system of our public conveyances. I had not then sufficient time to go into the matter fully. I therefore thought it would be better to postpone that part of my evidence, and take up a few minutes on some future occasion. I think it will be patent to all persons visiting the metropolis

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that much of the inconvenience arising from blocking in our public streets is caused by the very large number of public conveyances, many of which might be dispensed with, that is, provided a proper organisation were introduced and carried out. If we take our position at the Bank, we shall find we have omnibuses from London Bridge, from the railways on either side of the bridge, from the Blackwall Railway, from Whitechapel, and the eastern parts of the metropolis; we have omnibuses along Leadenhall-street, from Shoreditch and that neighbourhood, from Hoxton, and the eastern parts of Islington; we find them all coming together at the Bank. Those public conveyances, meeting at the Bank, or between the Mansion-house and the Bank, are almost of themselves sufficient to occupy the whole of the space in the Poultry, even if you had not a cab, a private carriage, a waggon, or any other conveyance whatever. They then proceed along the Poultry and Cheapside, and divide at the end of Newgate-street, some going along Newgate-street, up Holborn, and so to the west end of London; others branching to the left, proceed along Ludgate-hill, Fleet-street, the Strand, and so on to the west end. But you will observe, from the east you have five great trains of public carriages coming to a particular point; all those carriages are drawn into a very narrow passage or course of traffic, and then merely divided by two; the result is, that in the middle of the day the Poultry and Cheapside are impassable. Now it has occurred to me that this may be obviated by a very simple plan, which I think would accomplish the object, viz., the establishment of a central depôt, say at Smithfield now the market has been removed, from which should circulate, east, west, north, and south, the various traffic of the Metropolis, instead of having the various omnibuses to which I have referred from the London Bridge stations, the Blackwall station, from the Commercial Road, from the Shoreditch station, from Hoxton, meeting at a particular point; and all proceeding westward, if there were a system of exchange established around the Royal Exchange or in Smithfield. So far as our public conveyances now are concerned, I think we might dispense with at least one-half the omnibuses going along Cheapside.

1286. Is not that more for the City authorities to regulate as a matter of police than for a special Act of Parliament?—I believe there is no law in existence to touch that particular defect.

1287. Is it not more the duty of the City authorities to apply to Parliament for a law to regulate this than it is for the Committee to suggest it?—The City is only incidentally interested in the question. The City of London itself is traversed to the extent of three-quarters of a mile probably out of a course of six or seven miles the omnibuses run.

1288. Since you were here last further evidence has been taken before this Committee. If you recollect you stated that a route all the way from the Angel, at Islington, to the Elephant and Castle, in the Borough, would be a great public convenience; and you were one who originally suggested that a new bridge should be constructed at the east end of St. Paul's. It has since then been stated that it is contemplated to carry the Metropolitan Railway underneath the ground, and passing upon a low level by a bridge over the Thames, at the identical spot at which you suggested a bridge should be made. They also contemplate uniting that railway with the Eastern Counties Railway on the one hand, and with the Brighton, South-Eastern, and South-Western Railways on the other; and to extend it due west, so as to go to the lines of the South-Western Railway around Chelsea, and thus unite, by means of that railway, the whole of the districts of the metropolis. Do you think if that were carried out it would effectually relieve the streets to a considerable extent of the heavy traffic which is carried on?—It will be remembered that in the evidence I gave, that was one of the strong points I dwelt upon, it being the only possible position, in my judgment, at which you could unite the railways north and south of the River Thames, but I do not give that as my opinion exactly, as I doubt whether it would greatly relieve the traffic between Islington, say, and the Elephant and Castle, across the river, because it is quite clear, although a large number of packages and parcels might pass from one point to the other, I can hardly see how it would interfere with the carriage traffic, or other traffic arising from people who keep conveyances in connexion with their own trade; that is to say, it would be infinitely cheaper for a wholesale dealer in the City to carry his goods in his own conveyance, a great number of parcels, say 20, 50, or 100, from Islington on the north to the Elephant

Elephant and Castle on the south; it would be more convenient, because he would take the parcels to the doors of the persons to whom the parcels were directed; the grocer, the butcher, the baker, the tallow-chandler, or whoever it might happen to be, would take it to the door of the person and deliver it there and then, without costing him anything; whereas if sent by railway, the booking and delay, and the payment of a certain porterage, would make it infinitely more oppressive than taking them in a small cart.

1289. That applies to goods?—Yes, and a variety of other things

1290. To light traffic more particularly?—Yes. Then with regard to passengers, we have at present no evidence that the streets are incommoded by the crowding of foot passengers; they can get along nearly as fast as it is possible for a person to walk without much inconvenience, although the time occupied is necessarily considerable. Thus, from Islington to the south, people who require to go might go by railway if the railway happened to be sufficiently convenient, and therefore a certain number of omnibuses might be dispensed with, and so far as that extends it may be a convenience; but not having considered the question sufficiently, I do not feel myself competent to give a judgment sufficiently strong to act upon the minds of the Committee.

1291. Taking your own business, that I believe of a warehouseman, would you not find it very advantageous to have a railway to bring your goods from the manufacturing districts to a short distance of your own warehouses?—Immense.

1292. To that extent there would be a considerable saving in the delivery of these goods across the streets of the metropolis?—I have no hesitation in saying, that in our labour and the time we occupy in our warehouse it would be nearly an hour a day; the difference between having a depot in the City, say at Smithfield, and having it at Camden Town, would make that difference to us, and an amount I should not like to venture to name in figures.

1293. Almost the profit on a business?—Almost the profit on a business.

1294. Then to that extent an underground railway would relieve the thoroughfares of the metropolis?—I believe an underground railway, with a goods depot somewhere near Smithfield, or at the top of Fore-street, or anywhere within half a mile or a quarter of a mile of the great warehouses, would be an enormous convenience, and would save us what is at present a perfect nuisance, viz., the necessity of those large collecting warehouses, such as Pickford's, in very narrow streets, where you find 50 or 100 waggons at one time, to the complete stoppage of the thoroughfares; the necessity for these warehouses would be entirely dispensed with if we had an underground railway, because the wholesale warehouses, instead of having carts to carry packakes in large boxes to these collecting warehouses, would carry them at once to the central depôt of the railway.

1295. The practice is for large warehousemen to receive goods from the manufacturing districts, and to distribute them to whatever customers they may have within the metropolis?—The large railway companies have agents, such as Pickford, Chaplin & Horne, and others, who receive the goods at the terminus of the railway, and by their waggons distribute them to the various dealers throughout the whole of the metropolis; the wholesale dealers then redistribute them to the various retail dealers in the metropolis, and throughout the country. Those requiring to go into the country are repacked by them in the warehouse, large assortments in comparatively small boxes; they are again placed in the hands of the railway company, or rather in the hands of their agents, Pickford, or Chaplin & Horne, or whoever may happen to be the agent, and in all probability they are sent back to Leeds, or Manchester, or Glasgow, or Paisley, or other manufacturing towns, perhaps the very town from which the goods themselves originally came.

1296. You are in the habit of buying goods at Manchester, and the districts around Manchester; at Paisley, Nottingham, Leicester, and other manufacturing districts; you receive them in London, and re-distribute them to other warehousemen in town, and to your various customers in every part of the country; that causes the goods first of all to be carried over the streets of the metropolis to your warehouse, and then carried back again to those several districts?—Exactly.

1297. And a railway depôt, brought within a quarter or half a mile of those warehouses, or where the warehousemen in London carry on their business,

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would tend materially to relieve the streets of the metropolis of that traffic?—Yes. Many of the persons who now employ carts to carry the various packages through the metropolis, in the process of re-distribution, would dispense with a considerable number of those carts, if not altogether.

1298. Have you any idea what number of carts are employed by the warehousemen within the City?—I have not the least notion. Some of them contract with what are called carmen, who keep a number of carts at the disposal of the various wholesale warehouses; and whenever they require a cart they send for it, and that man is bound to supply it at so much an hour for whatever time they require it, but I am not aware of the number so employed.

1299. Would they amount to several hundreds, do you think?—Certainly, to several hundreds in the various trades in the city of London, in re-distribution.

1300. Have you any further observations to make?—If what I have wished to say does not seem to come within the operation of the Committee, I will not proceed further with it. It struck me, any system existing at the present time calculated to interrupt the public traffic of the streets legitimately falls within the inquiry of the Committee.

1301. Mr. *Pilkington.*] Would it not be a very inconvenient plan to have a central place where you say passengers might be exchanged, if passengers coming from the east to the west, when they got to the central exchange, would have to leave one omnibus and get into another; is that part of your plan?—Yes, virtually it is so at present; for although an omnibus may start from Whitechapel, it has a certain destination, say to the West End; it stops at the Bank; and a person going to Islington, for instance, has to leave that omnibus at the Bank and get into another; so that virtually the thing exists at the present time. But the evil is, that we have frequently three or four omnibuses almost empty, passing through Cheapside, the neck of the City, and again dispersing the passengers east and west, as the case may be; we have four or five omnibuses at least where two would be sufficient, to carry passengers a couple of miles in the centre of the metropolis.

1302. *Chairman.*] From your long experience, can you give the Committee any opinion as to the advisability of the turnpikes which encircle the metropolis being removed? Do you find it a barrier to trade, or a great inconvenience?—The City toll has very wisely been abolished during the present year; I think that has been a great boon to the trading classes, thus giving a perfectly free flow of conveyances of all kinds through the centre of the City, without a tax of a penny, or twopence, or whatever it might be.

1303. Should you like to see the same boon extended to the outer districts of the metropolis?—I believe people generally would consider it a very great boon to have the expense of the turnpike roads thrown upon the parishes or districts.

1304. Under Sir Benjamin Hall's Bill, he contemplates embracing within it a certain district, what is called the Registrar-general's district; do you think that the whole of that district should be perfectly free in its roads, and have no turnpikes?—I think it should.

1305. Do you consider a small rate levied on the inhabitants within those districts would be the best means of maintaining and repairing the roads embraced within that district?—I think it would.

1306. You have already stated that, in your opinion, the bridges which now exist across the Thames should be set free?—I have.

1307. And the best means of setting those bridges free would be by a local rate upon the whole of the metropolis?—Yes; I think by a rate levied on the whole of the metropolis.

1308. You would consider that a fair and equitable mode of raising the money, if the Legislature were to set free not only the bridges but the metropolitan roads, which would be embraced within the Registrar-general's district under Sir Benjamin Hall's Bill?—Yes; I would embrace an area that would tax (as it would do so very justly) those who grow a large quantity of materials which the land produces in the several districts around; those, more than any other class, use the roads, and by their contiguity to the metropolis, and the amount of produce they carry, cut them up more than you could by any other means; I therefore think they might fairly be taxed within a certain limit; I do not say how far it should extend.

1309. You

1309. You would remove all the tollbars within the metropolitan district?—Yes; I am not sure whether it would not be a good plan to place the whole of the roads under the superintendence of the counties. I know in some parts of Yorkshire, the district of Cleveland, for instance, the county has the repair of all the roads, and we find they keep them in good order, and there are no tollbars. I question whether that is not the only really just plan. *F. Bennoch*, Esq. 19 June 1855.

1310. On the other hand, in the town of Leeds, they will not allow the county surveyor to interfere with the roads in the town; they keep them under their own management?—I am not aware how that is; we know there are some sacred spots in different parts of the country which the rude outer world must not touch.

1311. But you think it would be an improvement if the whole of the tollbars were removed in the district embraced by Sir Benjamin Hall's Bill?—Yes; I think the course of legislation and of public opinion is for breaking down all those barriers, and letting the counties, or the various districts, provide their own roads and keep them in proper repair, or that those who traverse the roads of the kingdom should pass along without interruption of any kind.

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*Mercurii, 27° die Junii*, 1855.

MEMBERS PRESENT:

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| Mr. Jackson. | Lord Alfred Hervey. |
| Mr. Biggs. | Mr. Oliveira. |
| Sir James Duke. | Mr. Pilkington, |
| Viscount Ebrington. | Mr. William Williams. |
| Lord Robert Grosvenor. | |

WILLIAM JACKSON, Esq., IN THE CHAIR.

*Matthew Forster*, Esq., called in; and Examined.

1312. *Chairman.*] HAVE you long been a resident within the metropolis?—About 50 years. *M. Forster*, Esq. 27 June 1855.

1313. Have you, from time to time, noticed the inconvenience which you, as well as the public, have sustained in consequence of the interruption which takes place by means of the various turnpike gates within the metropolis?—I have, during the whole of that period; it was certainly worse some years ago than it is now, but still I consider it highly objectionable.

1314. You have put your views in writing; do you wish to have them as part of the Minutes of the proceedings of this Committee?—I have put in your hands a paper containing my views upon the subject; and it will perhaps save the time of the Committee if you will consider that as containing my evidence.

1315. You put this in as your opinion?—I do. If at any future time you wish for any explanation upon the subject, I shall be very happy to give it.

[*The following Paper was delivered in by the Witness:*]

METROPOLITAN TURNPIKE GATES.

Previous to the year 1827 the number of "road trusts" and the number of toll-gates and side-bars had become so numerous on the roads and streets on the north side of the Thames, and the nuisance arising therefrom so great, as to attract the attention of Parliament. An inquiry took place, which resulted in a commission, under which the several trusts were consolidated, with a view to their better and more economical management, and in order that the debts of the trusts might be paid off, and the gates and bars removed as soon as possible.

Like most new brooms, the commission swept pretty clean at first. It removed a great many gates and side-bars the first year of its appointment (1827), and promised great things for the future; but it was observed that the gates and bars abolished were chiefly towards the aristocratic end of the town; all those on the Marylebone New-road were removed, those nearer the City were left standing, and some of them are standing to this day, now nearly

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nearly 30 years later, when the whole debt of the old trusts is paid off. Some persons account for this from the aristocratic composition of the commission. Lord Lowther was, and is still, at the head of it; and the commissioners were chiefly men not likely to interfere much with him and the official *employés* under him. A large house was set apart for them, or hired at the expense of the roads, in Whitehall-place, three times the size necessary for the purpose, which they still occupy. Secretaries, clerks, surveyors (Sir John M'Adam, at an enormous salary, at the head of them, who was holding at that time, and held till his death, and his son after him till his death, that and some 20 or 30 other surveyorships in different parts of the kingdom), solicitors, and all the other expensive machinery which is usually attached to a commission.

Well, the public expected the turnpike-gate nuisance would very speedily be removed under the management of this excellent commission. It removed 27 gates in the first year—a feat of great promise; but somehow or other, its vigour appears to have been exhausted by the effort, and I believe there are more gates and bars now existing under the trust, at the end of the 28 years that it has been in existence, than there were in the year 1829, the second year after it was established. For 28 years no change or addition was made in the list of commissioners; and it was not until nearly the whole of them were removed, by death and other causes, that a new commission was made out, a few months ago, but composed of the same class of men as in the first instance, namely, men who are not likely to give personal or practical attention to the duties of the trusts, consequently everything will be left as heretofore in the hands of the chairman, or, more properly speaking, in the hands of the officials; all interested, of course, in perpetuating the commission.

There can be no doubt whatever that with proper management the debt of the several road trusts, which the commission assumed, might have been paid off years ago. But it is believed that the grossest jobbery and extravagance has prevailed in the administration of the commission throughout. I have myself been told by parties in whose testimony I have implicit confidence, of particular cases of abuse, which, however, I believe, form a very small part of the irregularities that have existed for years in the management. I have been in the habit of riding on the roads on horseback ever since the commission had charge of them, and although I do not deny that they have been kept in reasonable repair, yet I have observed that it has been done in a most wasteful manner. The materials have been laid on, generally speaking, without disturbing the surface of the old road, and so thin as to prevent them binding. The consequence has been, that the loose stone is ground to powder by the traffic on the old hard surface, and raked off in rainy weather and carted away to be replaced by new material to share the like fate. By such management the repair of the roads cost double what they ought to do, and by such means it is that the debt has been so slowly cleared off, forming an excuse for prolonging the existence of the commission, which will never end, unless Parliament interfere to relieve the public of the expense and abuses connected with it. When a commission is once established, with its regular staff of officials, all interested in keeping it alive, it is the hardest thing in the world to put an end to it. A commission never commits suicide.

Among other devices for keeping it alive, whenever an agitation is got up in any parish or place, or even by individuals, they hush it up by making some concession. In this way they silence individuals or companies, by remitting either directly or indirectly through the contractors for the gates, a portion of the toll, or by removing a gate or bar where a troublesome individual resides. They have a right to remove gates or bars, but not to abuse the power to silence complaints. And I deny entirely that they have the power to lower the toll in the case of individuals; they have the power to lower the toll generally, but the reduction must be common to all, and not confined to individual cases.

It is difficult to get at the expense of maintaining the gates and collecting the tolls, because there is no return of the expense of collection, which is defrayed by the contractors, and of course included in their calculations when they bid for the tolls; but I have no doubt that those expenses added to the contractors' profits, and the expenses of the commission, swallow up considerably more than a third of the whole amount collected at all the gates and bars on the whole of the roads under the trust.

The bugbear held out to the parishes to induce them to tolerate the present system is the increase of the rate consequent on the removal of the gates, but there can be no doubt that the parishes would, on the whole, gain immensely by the removal of the obstruction which the gates offer to trade.

When the traffic on the suburban roads was crowded with stage coaches, post-chaises, and country carriers' waggons, there was some pretext for these gates, in order to relieve the parishes; but all this is now changed; railways have revolutionized the traffic, which is now confined almost exclusively to the local parish traffic. And as the parishes have already their own surveyors of high roads, little or no extra expense would be incurred in the management. But neither the management nor the expense should be strictly confined to the parish through which the road happens to run; the expense should be spread over the whole of the parishes in proportion to their means, and the benefit derived from them. In fact the whole system of turnpike gates is barbarous, clumsy, and wasteful, even including those in the country, to which the same objection applies in principle as to those in and near towns. The only difference is that those in the country offer less obstruction and danger to traffic. In all cases the whole of the expense of the gates, the collectors, and the contractors' profits are thrown away.

In the case of the London gates, the evasions and anomalies of the system are endless, leading to the greatest injustice. For example: at Camden Town the Waterloo line of omnibuses,

omnibuses, plying from the York and Albany, in Park-street, to the Strand, pay no toll; another line of omnibuses, starting from the Britannia, in the same street, to the Strand and back, pays the toll, because the one line runs down one street from Camden Town, and the other line of omnibuses runs down another street. In the one case the parish repairs the road, and the commissioners the other. The whole of the enormous traffic of goods from the station of the London and North-western Railway at Camden Town evade the toll altogether by coming down Albion-street. A small tradesman at Camden Town tells me that if he passes through the gate ten times a day with his horse and cart laden with coals, he pays the toll ten times over, but if his cart passes the gate ten times a day laden with potatoes, in place of coals, he only pays the toll once; and the time lost by tradesmen in going out of their way to avoid the tolls is a serious evil, for to them time is money; besides which, it increases the wear and tear of the parish roads.

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Another evil arising from these gates and bars is the temptation they offer for fraudulent overcharges by servants. Messrs. Pickford's manager tells me that the tolls are a great source of trouble and dispute between employers and their men, arising from the difficulty of checking the actual payments, and the disposition in the carmen to overcharge them in their accounts. The same moral evil exists in the case of the toll collectors, who are tempted to return less than they receive. And in this way the system may be considered a great school for fraud and dishonesty; for it is generally in such petty matters that the first steps in crime are made. The system is also a school for idleness. At nearly all the bars the collectors have nothing to do. In riding down the Hampstead Road yesterday I asked one of them how much he generally received in tolls at his bar per day: he said the sum varied, some days he received 1 *s.*, and sometimes as much as 4 *s.*; therefore, if we average his receipts at 2 *s.* 6 *d.* a day, we will have a sum about equal to the payment of his own weekly wages, leaving nothing for the repairs of the road and all the other expenses incident to the system.

Mr. *Thomas Taylor*, called in; and Examined.

1316. *Chairman.*] YOU are an Architect and Surveyor?—Yes.

*Mr. T. Taylor.*

1317. You have, I understand, turned your attention to improving the communications within the metropolis, particularly between the Great Northern Railway and the Post-office?—My attention has been turned towards this most important object for many years.

1318. The plan which you have placed before the Committee being a plan which you have suggested as an improvement?—On examination of the plan it will be seen that the proposed street affords the most direct line of communication from the Post-office to the Great Northern Railway station, at King's Cross, and from thence to the terminus of the London and North-Western Railway at Euston-square.

*Vide* Plan No. XXVIII. at the end.

1319. Your new street commencing at Gray's-inn-lane, opposite the Great Northern Railway station, passing along Guildford-place, going through Duke-street, and terminating at Aldersgate-street, and the corner of Cheapside and Paternoster-row?—The new street, in addition to the railway traffic to and from the City, would be traversed by the whole of the traffic from Somers Town, Camden Town, Kentish Town, Hampstead, &c., &c., thereby relieving the present overcrowded thoroughfares, which will in a few years become impassable, rendering it essential that a new line of communication be formed; and that necessity is more apparent when it is considered that even now the railway carriers, and other heavy traffic, take a long and circuitous route to avoid the dangerous declivity on each side, which in fact renders the present thoroughfares unavailable to them.

1320. Then coming south from the corner of Ray-street through Liquorpond-street to the King's-road?—By widening Liquorpond-street as shown, and forming a new street from the end thereof to intersect the proposed street at or near the Sessions House, the traffic from the neighbourhood of Bedford-row, Guildford-street, Great Russell-street, and the squares adjacent, would pass over that portion extending from the intersection S. E.

1321. In your opinion this is an improvement from which the public would derive great benefit?—Decidedly.

1322. Does it interfere with much property?—Very little valuable property.

1323. And you use the present streets as far as you can?—I occupy the present streets to the extent of one mile, and I go through four furlongs of property already existing.

1324. Have you made any estimate of the probable cost of making this alteration?—I estimate it at 200,000 *l.*

1325. Have you made any estimate as to the saving of distance between the two points of the Post-office and the Great Northern station?—It would save a

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greater distance in time than in length; it avoids the acclivity of Holborn-hill on one side and Pentonville-hill on the other; the present thoroughfares being quite insufficient for the traffic.

1326. It would open a direct communication between the City and the Great Northern station?—Not only to the Great Northern station, but also to the Euston terminus, besides which, the whole of the traffic over Blackfriars Bridge northward would traverse the new street from the intersection of Victoria-street.

1327. You have also marked upon this plan a mode of avoiding the steep incline at Holborn?—Yes, by opening a new street at Giltspur-street, and crossing over Victoria-street by a viaduct.

1328. Landing your viaduct by Hatton Garden?—At the junction of Hatton Garden with Holborn.

1329. Have you estimated the cost of that?—£. 90,000.

1330. Does that include the appropriation of property and the viaduct?—Yes.

1331. What width of road do you give?—Sixty feet.

1332. Would it interfere with any valuable property?—Not at all; the most valuable property is at the corner of Hatton-garden and Ely-place.

*Charles Pearson*, Esq., called in; and Examined.

*C. Pearson*, Esq.

1333. *Chairman.*] YOU are Solicitor to the City of London?—I am.

1334. Have you been long a resident within the metropolis?—I have, for my whole life.

1335. Have you turned your attention to the necessities and requirements for improving the communications within the metropolis?—I have been a close observer of the evils attending the crowded state of the metropolis, and have been for the last 35 years engaged in endeavouring to devise means to remedy those evils.

1336. Have you thought of any plan by which the evil would be remedied and the inconvenience diminished?—I have.

1337. Will you be kind enough to state fully, and in your own way, to the Committee the mode in which you would remove the obstructions, and give the conveniences which are required?—Yes. I will first state, shortly, the evils and their causes, and then their remedies. The over-crowded leading thoroughfares of the City are those to which I desire to draw the attention of the Committee, because, although I have formed opinions upon desirable improvements without the district of the City, my attention has been more directed to those within it, believing that the inhabitants of the metropolis and of the provinces are all deeply interested in preserving the means of communication between the suburbs and the centre of the City. The increased crowding of the streets I am enabled, from my own personal observation and experience to say, has been accumulating in a greatly increased ratio during the last 10 or 15 years. I attribute it to various causes. The first is the most obvious. The area and extent of the population of the metropolis is itself daily increasing, and of course its pressure impinging upon the centre, and obeying the laws of gravitation, the nearer it approaches the centre the heavier it becomes. I have made a table, showing the increase of population in the metropolis during the time to which I refer. My first attention was drawn to the subject in the year 1815 by Matthew Wood, the then Lord Mayor, and I acted with him during the whole period of his life. He at that time saw that causes were in motion by which the trade of the City and the population of the metropolis would largely increase, and he conceived it necessary to make provision for that increase. In consequence of that opinion he devised and presided over the execution of the new street from London Bridge to Finsbury-square; a street which between the years 1825 and 1830 was commenced and concluded; and he had in contemplation the making of a thoroughfare from east to west by the widening of Watling-street; since that time that has been rendered unnecessary by the substitution of New Cannon-street running precisely parallel with Watling-street. Mathew Wood also contemplated a new street from the end of Cheapside to Farringdon-street, crossing Farringdon-street by a viaduct, and thence to be continued by the Government (which the Commissioners of Woods and Forests at that day were willing to have assisted in doing) to Carey-street or to Lincoln's Inn Fields. He likewise devised a street from the intersection of Holborn Bridge and Farringdon-street

street northward to King's Cross. The population in the metropolitan district in the year 1811, which is the nearest decennial census to the period I am speaking of, was 1,138,000; in 1851, the nearest decennial census to the time at which I am speaking, it was 2,362,000; thus showing that the population pressing upon the City has doubled during that period. I have obtained from the Commissioners of Inland Revenue a statement of the number of hackney carriages in use at that time and at the present time; there were in the year 1811, 1,000 licensed carriages; there are now 3,566.

1338. Does that include omnibuses?—No; I cannot give the parallel in regard to omnibuses, because they were not then known. In 1811 of course we had no railways, we had no steamboats, and we had no omnibuses. Therefore, with the exception of the long stages, and here and there a rare exception in the shape of a Paddington coach, we were driven, as far as vehicular conveyance was concerned, either to employ hackney coaches or private conveyances. I find now, that the number of omnibus journies into the City, through the City, and out of the City, is daily 7,400. I appointed traffic-takers in all the principal streets where omnibuses stand, Gracechurch-street and the Bank, and so on; I had the number of persons counted coming in the omnibuses and going in the omnibuses from different public situations; and I have reason to believe that the fair average numbers which are carried into and out of the City by means of omnibuses will be 12 persons to each omnibus; that is, 7,400 journies multiplied by 12 persons, to find the number of persons who come into and go out of the City daily by that mode of conveyance.

1339. Is the Committee to understand that there are 3,700 one way and 3,700 the other?—Exactly so.

1340. Making a total of journies of 7,400?—Exactly so. I likewise appointed some time ago traffic-takers at all the principal entrances to the city of London, to take their station from eight o'clock in the morning till eight o'clock at night. I had relays of them, so as to assure myself of tolerable accuracy, and I have reason to believe that there are 200,000 persons coming into the city of London during the day on foot by the different avenues, and of course upon the average the same number leaving it. I have reason to believe that there are upon the average 15,000 persons by steamboats coming each day.

1341. And 15,000 going out?—And 15,000 going out. I believe that is the average, but then to make up that average, I apprehend the holiday-making people, who use extensively steamboats in the summer weather, and who very sparingly use them in the winter, are taken into consideration.

1342. When was this traffic taken?—It was partly from computation and partly by enumeration. I took it in the summer period,—I think in the month of June 1850. I am merely speaking of those who come into the City.

1343. Do you take in the private carriages?—I do not, because I had those taken only on one day, and I do not think that sufficient to constitute an average.

1344. You would be able to get from the Inland Revenue Office the number of carriages which are subject to taxation?—I dare say we could, but I have taken in the number of omnibuses only those which come into the City; of private carriages the great majority would never see the City; it is too crowded to admit of their approach without peril to the pannels, and therefore (as my complaint will show by and bye) they do not come into the City. I have endeavoured to obtain returns from the railways to show comparatively, at different periods, what is the number of passengers coming to, and going from, the London stations. By the Brighton, and Croydon, and Dover railways, if we are to credit the Commissioners' Report of 1846, (that is, by that group of railroads which come to the London Bridge station) the number was 624,926. You will recollect the report gives you a week's returns, and multiplying them by 52, it brings out that number; but there must be a serious mistake in all those returns. I do not use any other expression than that it is a mistake. The heading of the return is "the number of passengers going east and west." The body of the return professes to give the number of omnibuses and cabs, without specifying whether that is intended to denominate the number of persons in the omnibuses and cabs, and without the return specifying whether foot passengers are included in the enumeration. In 1850 I obtained myself a return from that group of railways as to the number of passengers that arrived at, and departed from, their station; that was a personal favour to myself; the secretaries

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obliged me with it, and the number amounted to 5,558,000 in the course of the year. I have this week obtained a similar return from them. It now shows that in the year 1854 they had 10,845,000, thus within a fraction doubling the number of the former year. The number by the South-Western Railway by the Commissioners' report would appear to be 337,956 in 1846; in 1850 I had a return from them, showing it to be 1,228,000; but I should state that from the manner in which they keep their books they do not profess to give me altogether an enumeration, but it is partly by computation; therefore it is not so reliable as the others, which are an actual enumeration of numbers; they make a calculation of how many their season tickets should be reckoned for, and so on; therefore it is not precisely so reliable as the others, but it is in the same term with their present return. They have given me a return for this year, in which they state the number computed in a similar manner to be 3,308,000. The Eastern Counties Company did not give me any return in 1850, but they now inform me that their number in and out, is 2,143,000. The number by the London and Birmingham line appeared in 1846 to be 696,861, and in 1854 (I have just obtained their return) there appeared to be 970,000. I have received a return to-day from the Great Northern, showing that their annual number in and out is 711,000. The Blackwall Company have given me the half year. I have doubled it, and their numbers appear to be 8,144,000, coming in and out of the Fenchurch-street station in the year. I should state that this number ought to be subject to some diminution; for this reason: they give the number of passengers who have travelled upon the line, and some of them may have stopped at Stepney and intermediate stations; there should be therefore not an important diminution, but some diminution upon that account, to bring them upon the same terms of calculation with the other companies who have enumerated those who arrived at, and departed from, the station only.

1345. But all those stations are within the metropolis?—They are. I should have stated that in giving you the number of the omnibuses, while there are 7,400 of the omnibus journies in the City, there are only 1,028 of them south of the Thames, thus showing that the omnibuses which come into the City are 6,372 for the traffic north of the Thames. I have not included in those 1028 those which start from the London Bridge station and come over the bridge, but do not bring any traffic from any other part of Surrey; neither have I obtained satisfactorily yet, the number of omnibuses that have been put down in consequence of the construction of railways to London Bridge, but I probably shall be able to get the number of those which formerly came from Lewisham, and Deptford, and Greenwich, and Blackheath, and so on, all of which are now practically swept away by the substitution of cheap railways and near stations to the City. The inference which I desire to draw from this state of facts is, that the overcrowding of the City is caused, first by the natural increase of the population and area of the surrounding district; secondly, by the influx of provincial passengers by the great railways north of London, and the obstruction experienced in the streets by omnibuses and cabs coming from their distant stations, to bring the provincial travellers to and from the heart of the City. I next point to the vast increase in what I may term the migratory population, the population of the City who now oscillate between the country and the City, who leave the City of London every afternoon, and return to it every morning. This number, of course, it is impossible to determine with any great degree of accuracy, but when I enumerate the entire population of the City by day and by night, you probably will be able to estimate its extent. Mr. Stevens gave some information as to the remarkable fact of the increase in the number of the nightly population of the City, and the diminution of the number of inhabited houses. His calculations were made without any communication with me, and I have taken therefore different periods, but the result is very much the same. In 1811, the population of the City of London within the walls was 56,172; the number of inhabited houses was 8,158. In 1851, the number of houses had diminished to 7,174, and the population had diminished to 54,702. But in London, without the walls, the number of houses in 1811, being 8,593, in 1851 the number had been diminished to 7,496; but the population of London, without the walls, which in the year 1811 was 63,483, had increased in 1851 to 73,167. You are sitting here upon Metropolitan communications, and therefore, unless it had immediate reference to that question, I would not speak of the overcrowded state of the outer wards of the City, but the causes of the overcrowding

crowding of the habitations of the poor by night, and of the overcrowding of the streets by day, are the same, and the cure must be the same; they are one and indivisible; I therefore ask leave to append to my evidence short extracts from the Report of the Officer of Health to the Commissioners of Sewers, describing the awful state, in a sanitary and social sense of the term, of the habitations of the labouring poor in the outer wards of the City of London; in which he shows the fearful rate of mortality, both in adults and particularly in children, as compared to what it ought to be, supposing that that overcrowded state did not exist. He closes his remarks with this expression, proposing a remedy, "There are many parts of the City where great and immediate advantage would arise from an expenditure of money applied solely to the purpose of destruction; parts, where the purchase of an entire court, or series of courts, for the sole object of pulling down houses, and leaving open spaces in their stead, would be the cheapest as well as the most effective manner of dealing with their sanitary difficulties; and I have earnestly to suggest for your consideration that proceedings of this nature will require to be pursued to a very great extent, and at a large annual expense, within the City, before the cleanliness and habitability of its poorer localities will stand in their legitimate proportion to the modern stateliness of thoroughfare and grandeur of public buildings which attest the magnificence of the corporation." Instead of pulling down these houses for the sake of making useless open spaces, or open spaces only useful as open spaces, my plan proposes the pulling them down, and rendering the uncovered ground subservient to public purposes, to the purposes of street communication upon the super-surface, and railway communication upon the sub-surface; I likewise consider, that as tributary to the railway plan which I propose, other street improvements should be made communicating with the central stations, by the same process of pulling down these wretched houses, even although I apply the surface only to the purposes of street improvement, and not for railroad. My friend, Mr. Simon, of course looks at this question only in reference to his own department of science. The immense cost of carrying out his project does not naturally obtrude itself upon his attention, but it is my duty, and I have been for some years, connected with the purchase of property for public improvements in the City, sufficiently so to qualify me to throw the cost into averages, and to give the cost per acre, so as to enable you at one view to see what would be the effect of such a course as I am proposing. In the making of the two great streets, King William-street and Moorgate-street, from north to south, and Cannon-street from east to west, we have had to purchase in one case 12 acres and in the other case 6 acres of ground. I find that in round numbers the King William-street improvement cost 150,000*l.* per acre; that is, the gross cost of purchasing and clearing the ground. I find that the sale of the land capable of being appropriated to building purposes averaged 80,000*l.* per acre. In the Cannon-street improvement I adopt the figures of Mr. Tite. They are substantially right. The figures are not materially wrong; for Cannon-street ground cost from 140,000 to 150,000*l.* per acre; the quantity sold off sells for 110,000*l.* an acre upon the average; I have come to something like an approximate estimate by measurement and otherwise. We bought six acres, and sell four, that is to say, two of the acres are thrown into the street; the four acres sell for 110,000*l.* an acre, the six acres cost 145,000*l.* an acre; the one is bought as covered ground, and includes compensations; the other is sold as uncovered ground, and sells merely as ground-rent. Now we must not suppose by this that 110,000*l.* represents the value of ground in all parts, for as Mr. Tite told you in some parts, I think, it was half a million, and in some a million of money per acre, that is to say, at that rate for small pieces. But I think that it may be fairly considered that land in London for purposes of trade is, if I may use such an expression, at a famine price. No healthy state of trade is consistent with this enormous price for land upon which buildings are to be erected, in which trade is to be conducted. It may do very well with the stimulus of Australian gold coming in, and Australian trade going out, before any revulsion comes; it may be consistent with that state of things that men may be driven to give enormous prices for land for purposes of trade, but it is an unsound state of things, and it may, unless some measures be taken to drive thoroughfares through that part of the City, which is now used as residential by the working population, and to call it into use for purposes of trade, this enormously increasing price of land, do what we will, will go on, because the demand is constantly

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constantly increasing, and the supply remains the same; the consequence of which is, that it brings itself up to an artificial price, and however detrimental to trade it may be, it will go on.

1346. Will not that cure itself, as it has done at New York?—It might cure itself by driving trade away from the City of London: but I am an officer of the Corporation, and an attached friend to the City; that is the last cure which I should desire to see, and I am sure it is not the natural cure or the proper cure.

1347. But it will be the cure?—I hope not; I hope the Report of this Committee will draw an attention to the subject which may prevent that. If a street, parallel with Cheapside and parallel with Cannon-street, be drawn from east to west on the north side of the City somewhere near Fore-street and across Wood-street, and the streets from Moorgate-street to the valley of the Fleet, in my opinion, by buying that property, as it is now, covered with the wretched habitations which I have described, you would lift the ground to such a value that it would compete, I do not mean to its fullest extent, but it would compete, as business sites, with other parts of the City. That is one of the improvements which, without pretending to be a surveyor, to draw a precise line, I shall be able to point out to you upon the map, I think, with sufficient precision, to show you that that would be one of the great means of relieving the pressure on the centre of the City; I may say here, with respect to that part of the improvement from north to south, which begins at the Town Hall in the Borough, and ends at Finsbury-square, I believe that the part which forms Moorgate-street cost little or nothing. The officers by whom it was carried out told me that they believed it paid itself, because it purchased wretched property, such as I have described, and it elevated it into valuable property for business purposes; it, therefore, did not follow the common laws which ordinarily govern these things. Generally speaking, in making improvements, if you buy cheap property you sell cheap property; if you buy dear property you sell dear property; but in this case they bought property which was cheap, and they sold it, in consequence of its being a main arterial communication, for a higher price. If it appears to the Committee to be right, I may very much lighten the burden of their evidence by tabulating the figures which I have given, instead of spreading them over the surface of it. I have stated that one of the great causes of the overcrowding of the City streets, is the traffic from the distant stations of the railways. The Great Western, the Great Northern, and the North-western, are at such a distance, that any person coming from the provinces to London for the purpose of transacting business in the City, or going from the City to the provinces by means of those railroads, must of necessity take some surface conveyance, some street carriage, to convey him to and from the station. If those stations were within a walking distance of the places of business in the City, to which those persons come, and from which they go, there would be no carriages used for the purpose. Thus every person coming to the City, or going from the City, now uses a carriage from those stations; whereas nine-tenths of those who come from the South-Eastern or from the Brighton station into the City, come over the water walking. I have not the returns here, but I shall have them made out; I have had the numbers counted; the summary is not yet given to me, but I have placed persons for three days counting those who go north and those who go south; I shall be able to give you, therefore, with perfect accuracy, the positive numbers of those who go by carriages, and those who walk.

The railway project, developed on the model and maps before you, is referred to by the Commissioners who inquired into this subject in 1846; I have the report here.

1348. When you speak of the Commissioners, do you refer to the Commissioners upon the central railway stations of London?—They were appointed to investigate the various projects for establishing railway termini within, or in the immediate vicinity of the Metropolis. The Commission consisted of Lord Canning, Mr. Herries, the Lord Mayor for the time being, and Sir Frederic Smith. I think they were the Commissioners. They say, in regard to my project, which I bring under your attention, that it is very ingenious, and very praiseworthy and benevolent, but that, as to the railway itself, it is amenable to some objections which they have raised to other railways north of the Thames; and that as to the dwellings of the poor, that is not a business referred to them. Now, I will not read it, because I will not overload your books; but when you come

come to consider your report, I earnestly invite you to read the fourth page, the reasons which they give why they cannot support any metropolitan termini within the limits of the New Road, and why they desire to encourage railway termini south of the Thames instead of north of it. I venture to say, with due submission to those gentlemen, that there is not one of those objections which applies to my line. It is singularly free from every one of those objections; it does not interrupt thoroughfares, or present any impediment to the light or air of the neighbourhoods, and it cannot by any possibility interfere with them. The only possible objection which could be applied to it is, whether it will increase the crowding of that part of the City where the terminus is proposed to be placed. Now, I ask the Committee to consider what are the facts which these returns disclose as to the number of persons who use the Great Northern, the North-Western, and the Great Western lines. If every person who comes by those lines were brought into one place, and that place as inconvenient as the London Bridge station is, it would not be one-half the number of the whole of the persons who come there daily. The Commissioners state in their report, I think, that two-fifths go to the west of Temple Bar, and one-fifth to the east. Now, I invite your consideration to a division of the passengers who come by rail. I say that they may be divided into three classes; the one I would call family traffic, the second trade traffic, and the other residential traffic; and I believe the proportions will be found to be such, that it might call them yearly passengers, monthly passengers, and weekly passengers, for I believe that the residential passengers bear about the same proportion that a week does to a month; and the trade passengers the number which a month does to a year. But not so with the crowding of the streets which they occasion. I venture to say that if you take a family coming to London from the provinces, or a family going from London to the country, going to Brighton for a month, or going to the Continent, or coming from the Continent, with the valets and the ladies' maids, and the portmanteaus and band-boxes, and the bonnet-boxes, one family creates more confusion in a railway station, and more crowding and interruption in the street, than 50 or 100 merchants or bankers, or persons coming for the purposes of trade, from Liverpool, or Manchester, or Birmingham, or Sheffield, or going from London, to those places, with a return ticket, or perhaps spending the night, and having a carpet bag, as it may be. I will venture to say that one of those families, by either of the distant railways, creates more confusion than 50 or 100 men upon trade and business. And I again say, that I believe that those whom I have last-named, almost in the same proportion, create confusion compared with the migratory population who come to town in the morning, and go out of town in the afternoon.

1349. They load and unload themselves?—Every man carries his own machine about with him; he walks in and walks out; whereas with the others you have porters and people to attend to them, and you have carriages to take them to and from it. Therefore assuming it to be true, as it is stated, that a larger proportion go from the North Western and the Great Western railways, to the west than to the east, it by no means proves that my railroad is not necessary, for this reason amongst others, that their short traffic would multiply and increase, as the Brighton has done, if there were the same facilities; they can have none of this residential traffic, because of the distance which they are from the centre of business. I invite the Committee to consider that I have never had the folly to propose that the central terminus should be a substitute for the Paddington station, or the Euston-square station, or the King's Cross station, or the Eastern Counties station. They will retain their family traffic, as they have it now. The City of London, as I will presently show you, has no families that use the railroad residing in it. People who reside in Belgrave-square or Russell-square, or wherever it is, coming by the Great Northern or the Great Western line, would not come down into Farringdon-street for the purpose of going back there; they would naturally get out at the stations which were most convenient to their dwellings. It is therefore wholly beside the question, to insinuate that the central terminus will draw that class of traffic which alone creates inconvenience to the centre of the City. In looking at the cause of the crowding of the streets of London by day, I am compelled almost to weary the attention of the Chairman, as a man of business, by the narration of a fact with which he is so well acquainted; but still, as this evidence, when

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appearing in the Blue Book, will have to be read by other persons not so well informed, I take leave to call your attention to those establishments which occasion the presence of persons from the Metropolis and from the provinces daily in the City of London to such an enormous extent. I will begin at the eastern side. There are the Custom House and the India House; then, towards the centre, there are the Bank of England, the Royal Exchange, Lloyd's, the great banking houses, the Clearing House, private banks and joint-stock banks, the great insurance companies, life, marine, and fire; the Australian Company, the Canada and the Levant Companies; you have the Coal Market, the Corn Market, the meat market for the supply of more than two millions of subjects, the poultry market, the wholesale fish market; you have the great linen, cotton, silk, and wool markets, in Gutter-lane, Wood-street, and about there; you have the colonial produce market in Mincing-lane; you have the iron and paper in Thames-street; you have the Post-office, with its enormous increase of business which recent changes will make; you have the publication of the greater part of the newspapers; you have the Paternoster-row firms, which will issue those thousands and tens of thousands of documents which will now pass through the post; you have the Bankruptcy Court; you have the courts of justice sitting for the City; you have the Central Criminal Court, with its 12 sessions in a year, drawing to it from the metropolitan district of Essex and Kent, and Surrey and Middlesex, 74 jurors backwards and forwards each day six days in the month, with the judges and the counsel, and the witnesses and the prosecutors. You have in close proximity to the proposed station, the Temple, in which persons from all parts of the country, as well as from all parts of the Metropolis, are daily in communication with the profession. Then you have the Admiralty Court, and the Court for Wills and Administrations, which persons from all parts of the country have continual occasion to visit. I am thus pointing out to you, that the central terminus for which I contend is within walking distance of all these great public establishments which are the sources of attraction to individuals from all parts of the Metropolis and all parts of the kingdom; that, therefore, the Metropolis is interested, and the provinces are interested, and deeply interested, in getting to and from these positions as rapidly and as cheaply as possible. The City is deeply interested in accepting all those persons, but accepting them unaccompanied by the inconvenience to which the present modes of communication necessarily expose them. We want to keep the passengers, but we want to get rid of the omnibuses; and we say that the mode of getting rid of the omnibuses will be to bridge over the interval between the walking distance to these establishments in the City and the railway stations to which they are brought by the provincial lines. Before I show the model to the Committee, I will just place in their hands to the same scale a comparison of the Brighton station, the Blackwall station, and the proposed central terminus. The gigantic figure on the one side represents the central terminus, and the little stations, of course, represent the others. I respectfully, but firmly, present my opinion to you, that if the station were no bigger than the South-coast station, and the means of approach were no greater than the approaches to that station, the City passengers from the Great Northern, the North Western, and the Great Western lines, might all be brought down into Farringdon-street without the slightest inconvenience in distributing those passengers.

*Vide* Plan No. XXXIV. at the end.

1350. Will not your comparison be better with the Fenchurch-street station, rather than with the station on the other side of the Thames?—I wish to do impartial justice, and therefore I have placed them both in the same dilemma; the observation certainly applies equally to the Fenchurch-street station.

1351. Does not it apply to a greater degree, because the space occupied by the London Bridge station and the space covered over by the Fenchurch-street station, bear no comparison; the one upon your own evidence, as I understand it, delivering six times the number of passengers of the other, though it does not occupy one-third of the space?—No; the Blackwall station delivers 8,000,000 and the South Coast station 11,000,000. Allow me to say again, that I wish to do justice. Observe this: the Brighton station, with which you are doubtless well acquainted, is in this difficulty. The approach to the station is upon a very sudden descent from the bridge, and it is intersected by the traffic from Tooley-street with waggons, having sometimes six or seven horses, corn waggons, and so on, coming up there, quartering that road and presenting a most

a most difficult approach to the station. Yet I am bound to retract what I have sometimes said before the event happened; namely, that I believed that the opening of the Crystal Palace line, and other circumstances, would render the streets of London in that district almost impassable. I am bound to admit that the alteration which has taken place in the bridge has so much reduced the pressure, that, notwithstanding the increase which has taken place during the last two years, the pressure has very much diminished. I believed, and so said two years ago, that the citizens had great cause for apprehension that there would be a positive block about King William-street. I am bound to say, that the convenience which has resulted from the alteration of the bridge has removed that difficulty to a considerable extent; and while, as compared with Farringdon-street, the approaches to London Bridge as well as the approaches to Fenchurch-street allow scarcely any comparison as to convenience, yet at the same time the evils which I anticipated do not result from the enormous increase of traffic which has taken place there.

1352. Mr. *W. Williams.*] The Blackwall station, in my opinion, in a very remarkable degree exemplifies your proposition; I have frequently been at that station; it delivers an enormous number of passengers, and the space is not, I am sure, three times the size of this room, yet I have never witnessed the least confusion there from omnibuses or cabs?—It is marvellous.

1353. Mr. *Oliveira.*] You say that since the new arrangement has been in operation at London Bridge, it has very much facilitated the traffic?—It has.

1354. Do not you think, that if the Southwark Bridge were thrown open to the public free, it would also lessen the inconvenience experienced in that part of the City?—I think it would diminish it, but I think that the police treatment of the bridge has done far more than even the opening of Southwark Bridge and rendering it available would do. At the Fenchurch-street station, and at the London Bridge station, the traffic is discharged from one place; it all has to come through the same gate. If there be any difficulty in distributing the traffic, that difficulty is vastly increased if you force all that traffic out at one door. Now, stating again that I am quite sure that if all the City traffic from the North-Western, the Great Western, and the Great Northern lines were concentrated at either of those stations, it would be abundantly sufficient to discharge it without any inconvenience, it is perhaps hardly necessary for me to show how vastly superior in accommodation this central terminus is; but I will only point out that it has eleven distinct modes of distributing its traffic; instead of having to distribute it from one place, it has eleven distinct exits from which that traffic might depart. I am of opinion, that if there were facilities for the citizens to avail themselves of the North-Western, the Great Western, and the Great Northern lines, instead of their traffic appearing as it now does as respectively 970,000 the London and Birmingham, 711,000 the Great Northern, and the Great Western I know from other circumstances to be something less than the London and Birmingham, their passengers would be fourfold, and I am sure I very much understate it.

1355. *Chairman.*] Suburban passengers?—Suburban passengers. Now if there is inconvenience (and there is some inconvenience, although I admit not to the same extent as I had imagined) from the concurrence of those streams of passengers to the south-east of the City, for the purpose of getting over the bridge, and getting to the Fenchurch-street station, I propose to present a counter-attraction at the other extremity, at the north-western side, by making a railway station available for suburban traffic. I diminish what is now the necessary tendency of all persons seeking suburban residence to the south-eastern side, by presenting the same facilities on the north-western side. I have stated to the Committee that the number of omnibuses in use in Surrey, before those railways were established, has considerably diminished since they have been brought into action, while the number of omnibuses on the northern side of the Thames has vastly increased; and I draw from it an inference, that if the same facilities were given to the stations on the north-eastern side, the same results would follow. The omnibuses would be superseded by the cheap and speedy railway traffic. I will state to the Committee a fact, and leave them to draw their own conclusion. I was standing near Barnet, looking at the Great Northern Railway; I saw a coal train go by, which I afterwards understood had 200 tons of coals; it was going at the rate of 25 miles an hour, and I understand that the charge for that is an halfpenny per ton per mile.

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I take it to be a penny, for ready reckoning; I can afford to be liberal. The speed was 25 miles an hour, with coals which, whether they arrive to-day or to-morrow, or in the night, or the day, is a matter of very small moment, even at the dearest period of the year. I saw the Hadley and Barnet omnibus going to the post-office, which was in a quiet and gentlemanly way wending its course at the rate of about $7\frac{1}{2}$ miles an hour; an omnibus to the post-office at 1 *s.* 6 *d.* at $7\frac{1}{2}$ miles an hour for the conveyance of gentlemen and men engaged in trade, whose time we must suppose to have some pecuniary value, coals being taken in comparison with that at express speed at the rate which I mentioned. I believe in the railway world the equivalent of a ton is 16 persons. I take them at 14. Now, I am about to suggest to the Committee that this is a feature of my scheme, with which, although the Commissioners of 1846 felt that they were not called upon to deal, I humbly submit that you are, because I combine with it the clearing of the City of those habitations of the poor for the purpose of new streets, and converting them into business ground. I propose cheap, speedy, and punctual trains into the heart of the City, namely, Farringdon-street, from the northern district. The ground upon which I was standing when I made those observations I found was let at 32 *s.* a year rental per acre. The ground where I propose that my station should be placed the Corporation has bought at the rate of 30,000 *l.* an acre, has cleared it, and it is perhaps worth 15,000 *l.* an acre for the building of dwellings for the poor; dwellings in which decent people might live. I ask for leave to convey these people, at a price which will be commercially profitable, from the spot where they are now crushed to a spot where they may live with their families in comfort, and be brought to town in the morning to the place of their avocations, and taken back at night. I do not say at the rate at which you bring coals; I do not ask to bring 14 persons at a halfpenny or a penny a mile, but I do ask to bring them backwards and forwards at a price which will be commercially remunerative. I believe nothing connected with this question is sound unless it can be proved to be commercially remunerative. I ask to carry a ton of human beings at a remunerative price, as much as the railway companies would carry the coals they burn, or the beef they eat, or the clothes they wear. I say that a farthing a mile, if you can obtain numbers, yields an enormous profit. Suppose there are 16 persons, we will make the proper abatement, but for ready reckoning I take 16: one-fourth of that farthing a mile, namely, 1 *d.* a ton, is the price at which you can carry bale goods any distance in any quantity.

1356. They are only carried at that price when you do get a quantity?—If I can supply you with a quantity of human beings, there is no reason why commercially they should not be carried; I do not mean at the same price, but why they should not be carried at the price of a farthing per mile per person. Now I affirm that 10,000 or 20,000 persons would be carried from the centre, earnestly anxious and desirous to be carried where their families would reside, four, or five, or six miles out of town. I take the spot, for instance, between Hornsey and Tottenham, where land is now let at 4 *l.* an acre, and it may be bought at perhaps 100 *l.* or 200 *l.* an acre in that district. In these times of administrative reform, I would ask whether it is not monstrous that commercial men should be tolerating a system where the poor are living upon ground that is worth 750 *l.* an acre per annum, when they might be transferred nightly in 20 minutes and back again to land that is to be obtained for 200 *l.* per acre. I have been asked, will the people go? Lord Palmerston asked me whether the people would go. I only ask the Government to give their sanction to the principle, and leave it in abeyance until I could found societies amongst the benefit societies where they would put down their money in advance, their 1 *s.*, a week, to bind themselves to take the houses which many of our contractors, like Myers and other men, would soon build if they could find customers for them. The desire to get out of town is not a mere desire, it is not a passion, it is a disease; the instinct of country to people who have hardly ever seen a green field comes out of them somehow. The passion for country residence is increasing to an extent that it is impossible for persons who do not mix much with the poor to know. You cannot find a place where they do not get a broken teapot in which to stuff, as soon as spring comes, some flower, or something to give them an idea of green fields and the country. I recollect when, if anybody had proposed to me that the middle classes in the City should go and live

live out of town, I should have fancied that we could never have parted with the associations which we were in the habit of indulging in then. You would now have as great difficulty in getting any of us to live in the City as then to live out of it; and I believe that, if you give the same facilities to the mechanical classes, the same result will follow. Within half a mile of that part which I have designated as the central terminus you have printers, copper-plate engravers, lithographers; you have various handicrafts of the higher order, porters, and persons connected with the different establishments in the city. I think I may say that you have within half a mile in diameter 50,000 of them working.

1357. Do you include in that number the young men employed in the Manchester warehouses?—I do. I have it from the first houses in that trade. I bespeak your favour to this project, not from my own recommendation alone, although for 20 years thousands of hours and thousands of pounds of my money and time have gone to the prosecution of this scheme, as to which I desire nothing but to see success, and do not seek for any remuneration; but after a meeting at the London Tavern, at which Sir James Duke presided, where we had the model and the map, and a full examination took place, a number of gentlemen, whose names are mentioned in the paper which I hold in my hand, the first houses in the City, passed a resolution to petition the corporation to render their assistance to carry out this scheme. That petition was signed by 8,000 of the merchants and traders and bankers and men connected with the City; I mean the great men of the City who investigated it; some of them put down their 5,000 *l.* and some their 10,000 *l.* as subscribers (men that never touched a railroad or anything connected with it in their lives), for the purpose of seeing this plan carried out. These are the names of those who, on the first and second days affixed their names to it. In consequence of its importance to the Temple, by the facilities that it would give for a communication with the country, there were 500 of the barristers and the most eminent solicitors in the Temple and Lincoln's Inn who signed this petition; I mean the Attorney and Solicitor-general and men of the first eminence. The Association of British Engineers and the Association of British Architects attended to examine it at my house; there were 200 of them present upon the occasion, and they passed a resolution not approving of this scheme, because, they said, it was a commercial question, upon which they did not wish to express any opinion. Of course they were not professionally engaged; they would not vouch their opinions; I do not mean as to the practical part, because if they had seen anything impracticable in it they would naturally have opposed it, but they did not pledge themselves as to its commercial success. In consequence of facilities which it will give to a communication between the new cattle market and the meat market intended to be erected near Farringdon-street on the site of Smithfield, there were above 1,000 of the butchers who signed another petition, detailing, in appropriate language, their views upon the subject. There was a petition of 3,000 of the inhabitants along the line from Clerkenwell; there were the salesmen of Newgate-market, to a man; the rector and churchwardens of the parish of St. Andrews; the incumbent and churchwardens and parish officers of the three adjoining parishes; all of them petitioned in favour of this measure. I only present that to you as the best evidence that, in their judgment, it will not inflict, by overcrowding, any evil upon the surrounding district. I hope the Committee will pardon me for giving an illustration which I offered to the directors of the Great Northern Railway, of the advantage which I thought it would be to them; it was a simile which I borrowed from commercial mechanics.

1358. Have the Great Northern Company doubted the advantage which this extension would be to their line?—No; I believe that neither they nor the Great Western, nor the North-Western, nor the Eastern Counties, ever doubted that it would be a benefit to them, or at least not to them but to their customers; but inasmuch as the customers pay for the cabs and the omnibuses while the termini are at a distance, and the companies would pay for the making of the line, there is no reason why they should desire to come nearer; because if one comes nearer they must all come nearer, and while they are all at a distance there is no strong motive; therefore it was that the Great Northern and the North-Western kept aloof; but as soon as the Great Western came into the arrangement, and put down their money for the North Metro-

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politan to join with it, the Great Northern insisted upon a clause being put into the Act, as the condition upon which it was obtained, enabling them to make a junction with it; and the North-Western petitioned Parliament to allow them the same privilege, to put them upon the same footing with the Great Northern; but up till that time they had opposed me by a passive resistance; they had let me alone; they would not meet me in the field; they let me alone, to be treated by silence only. But when I went before the Board, I pointed out to them, as you may readily conclude, the vast advantage which this would give to them in finishing their means of communication of their line with the City; and I have no doubt at all that when I bring this subject commercially forward again, I shall be able to effect an arrangement with them by giving them the benefit of a City station and terminus, in exchange for the use of the waste power of their line for the purposes of my suburban traffic.

1359. What you want to give to the inhabitants of the City of London is the same free access to the north and north-west parts of the Metropolis, and the suburbs behind them, as is now given by the Eastern Counties and the South-Eastern and Brighton Railroads?—It is.

1360. By so doing, you would divert a portion of the traffic which now goes to the railways which I have last mentioned to the district into which your railway would lead, and you would provide also for any great increase of travelling, which would necessarily take place as the population within the Metropolis increases?—That is a precise definition of my plan.

1361. Your railway therefore is an elongation of the Great Western, and the Great Northern, and the North-Western, down to Farringdon-street?—For the use of the City passengers.

1362. Your object being to transpose the residents, within and without the City, who are seriously inconvenienced at present, to the suburban districts, and to convert the property which they now occupy into property for the purposes of business, thereby giving increased facility for the purposes of business, and accommodating the public besides?—That is expressed in so few words and so well, that I will not mar it by adding anything to it; and now, with the permission of the Committee, I will show them the model.

1363. Mr. *W. Williams.*] It is, I think, quite self-evident that your passengers will not occasion any interruption by the assemblage of a large number of cabs and omnibuses; but I have heard this objection made to your terminus in Farringdon-street, that you will bring an immense mass of merchandise and goods of all sorts and kinds to be distributed throughout the City. Will you explain that point?—When I proposed this scheme in the year 1846, it was attempted to be forced upon me to bring the goods traffic into Farringdon-street below Holborn. I resisted it. Mr. Robert Stephenson presented a model of a plan before the same Commissioners, actually to bring the goods station of the London and Birmingham Railway down between the Old Bailey and Farringdon-street; so far from my ever having proposed such a scheme, I resisted it; but the Birmingham Company, proposed it; I proposed to bring the Direct Manchester passenger station down here between Holborn and Fleet-street, but I proposed to keep the goods station at a distance up here (*pointing to the map*). It was the London and Birmingham Company who proposed to bring it here. I never have done so.

1364. *Chairman.*] Was not it the Direct Manchester proposition first, and did not the London and Birmingham go opposite to it in self-defence?—The Direct Manchester Railway Company proposed to make their goods station on the north side of Holborn Bridge; the London and Birmingham, as a counter-project, would bring their goods station and their passenger station south of Holborn Bridge, between the Old Bailey and Farringdon-street, upon two levels; but when the Manchester Direct line was thrown out of the House, as soon as it was *hors de combat*, the London and Birmingham Company wrote to the Corporation to say, "We do not wish to come down;" that is to say, finding that their rivals were not in a condition to take the field, they of course had no longer any anxiety to come there. Now I do propose that there shall be north of Holborn, east of the proposed new street, what I have always termed a receiving place for goods; I mean for light traffic, such as the Manchester houses would give convenience to, taking their carts or their light parcels down;

and

and a carriage might be put on to the passenger carriage, not a goods train, but there might be put on to the passenger traffic goods carriages occasionally for that description of traffic which requires speed. But Parliament has sanctioned the very adoption of the principle which I resisted; Parliament has sanctioned the London and North-Western in establishing their goods station actually here within the district which it was formerly contended that they ought not to come within. The London and North-Western have not only Haydon-square, but either they or the Blackwall Company have secured these warehouses in Jewry-street; and I venture to say that, what with the business from the docks, the business from the Thames, and the business from the railroad, there is danger that the public passenger traffic may be inconvenienced by the existence of a goods station there; but certainly the spot which I indicate, and which you will see upon the model, can lead, by no possibility, to any such inconvenience; and in my opinion, if there were facilities for that description of goods traffic at two different stations, one at the eastern side of the City, and the other at the north-western, a vast deal of the inconvenience which now results from the traversing of the streets by goods traffic might be avoided. Observe what the practice is now. At present Pickford's vans go round and collect the goods, or the carts take the goods to Pickford's station in Gresham-street, one of the narrowest and most inconvenient spots. The cart takes the goods there; it is unloaded, and the cart returns. Another cart comes; it is re-loaded, and taken away from there to this station; the consequence of which is, that every cart has twice to traverse the streets, and the empty vans have to go twice; whereas if the goods could be taken at once to the station, where they could be put into a truck and carried away, only one half of that traversing of the streets would be the result.

1365. Then your object would be to have various receiving depôts for goods on different parts of your line?—Exactly so.

1366. I understand you to say that the Metropolitan Railway, for which an Act of Parliament has been obtained, and for which we have it in evidence the capital has been subscribed, is, as regards the principle of the measure, similar to your own?—It is a part of it.

1367. Except that instead of coming to Farringdon-street, which you state is, in your opinion, the best site for a station, the parties connected with that line terminate at present at the Post-office?—They do.

1368. It is given in evidence also, that they contemplate going by means of a tunnel from the Post-office to unite with the Eastern Counties line at Shoreditch, and then proceed south, underneath the east end of St. Paul's Churchyard, crossing the river Thames by a new bridge, and uniting with the South-Eastern, the Brighton, and the South-Western lines by two curves upon the Surrey side of the river, and having receiving stations for goods and passengers upon this line, so as to open a communication not only with the City and the Metropolis itself, but also a communication with all the railways leading east, south, and north from the Metropolis to the various parts of the kingdom. In addition to this, you think that your line of road and your station would be essentially beneficial for the population which moves to and from the City, and that it is absolutely requisite?—Those are my opinions in simpler, plainer, and shorter language.

1369. Mr. *W. Williams.*] Will not the removal of the cattle-market from Smithfield very much facilitate the conveyance of goods from the stations which you propose into different parts of the City?—I propose that there shall be a communication between the station in Farringdon-street and the cattle-market; I think, probably, you will see it better when you look at the model. No doubt an open space of six acres, from which there will be diverging lines to all parts where goods have to be taken, would lead to vast facilities.

1370. Which you did not contemplate when you first put forward your scheme?—I suppose I must not say that I contemplated that the cattle-market would be removed. At present, when the London and Birmingham Company propose to send their passengers from Camden Town into the City this is the course which they take (*showing the same*). Such is the anxiety of persons to have the benefit of railway travelling, instead of being jolted about in an omnibus, that they actually make that country tour all round there for the purpose of getting into the City.

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1371. *Chairman.*] It being a question of time and money to the traveller, he pays less money and travels in less time than he could by an omnibus?—Yes. Then I propose this straight line instead of that extraordinary circle. But you are aware how that was; that line was originally intended only as a goods line to the docks—the East and West India Dock Junction Line, but afterwards it was engrafted upon the Blackwall, and converted into that enormous passenger line which it now is.

1372. Have you ever thought from what source the funds should come to make the various metropolitan improvements to which you have referred in your observations; I am not speaking of your own particular child, which you have before you now, but of the general improvements within the Metropolis, such as the opening and widening of streets, and the purchase of the bridges; do you think that there should be a rate for the purpose?—I was once a metropolitan Member, and I should not have liked to have voted for any such measure to tax directly the metropolitan districts.

1373. But not being now a Member for one of the metropolitan districts, and it having been stated in evidence before this Committee, and before the Committee which sat last Session upon the subject, the evidence taken by which is referred to this Committee, that that would be a fair mode by which money should be raised for the purpose of making the various improvements as a substitution for the coal tax; do you agree in that opinion?—I do not. I think it is impracticable. I think the opposition to it would be so strong, and the impossibility of finding anybody in whom there would be the confidence of the whole body to lay it out in any particular locality, that there would be a constant clamour against it as to its mode of appropriation.

1374. Assuming that good and proper men could be obtained, and that there was no such opposition as you speak of to the measure, do you think it a just mode by which the money should be raised?—Yes; having regard probably to a discriminating rate, that is to say, those within the limits of given improvements perhaps paying a higher rate than those who are more remote and less benefited by them; not an equal rate upon all descriptions of property over the whole of the taxable area for improvements in some special localities. I doubt its abstract justice, and think that it would not be practicable.

1375. Then you think that the principle upon which the City of London has been acting for so many years, in taxing the whole of the consumers of coal within 20 miles from the Exchange, has not been a correct one, seeing that the money has been applied to particular improvements, and not to general ones?—I do not take the part of an advocate, but merely make the statement of a man in answering that question. My confident opinion is, that the improvements in the City of London should be subjected to a different treatment, and should be judged by a different rule from the improvements in other localities, for this reason: it is the centre of the great national monetary and public establishments, to which the whole world have resort, and they are interested in the economy of time by having wider streets; therefore the taxing of the particular locality for the benefit of themselves and others is not to be judged by the same rule which you would apply in other localities, where the circumstances do not prevail.

1376. Mr. *Pilkington.*] Is there not an increase in the value of property in that particular locality, by its being the centre of all business transactions, so as to remunerate the parties for any increased rates which may be levied upon them?—I think, to some extent, that is an answer to my objection, but not a full answer to it; it does to some extent, and to a considerable extent, increase the value of the property, but I think that the whole of the metropolitan public and the provincial public, having a direct interest in these improvements, it is right that some provision should be made for them; I should state that when you speak of the coal tax you should distinguish, I apprehend, between the 4 *d.* and the 8 *d.*

1377. *Chairman.*] Still the principle is the same; the 4 *d.* is even resorted to for particular districts?—The 4 *d.* is the property of the Corporation, held by the same title as the Queen holds her Crown, and every nobleman holds his estates.

1378. Carrying out your view, and seeing that railways have been a great instrument in saving time and money to the public generally, upon the same principle, and following out the same course of reasoning, ought not the public

to

to pay for a portion of the construction of the railways whereby so much time and money is saved, as that they should be called upon to pay for the improvements within the Metropolis?—I apprehend they do; they pay by the toll which they pay for travelling upon the railway the same as upon a turnpike road. I am connected with the Corporation, and have, perhaps, rather strong opinions from that circumstance. I do hope that some arrangement may be made by which an equitable end will be put to the coal tax.

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[*The Witness explained his Model to the Committee.*—Vide *Appendix.*]

Mr. *Edward Green*, called in; and Examined.

1379. *Chairman.*] YOU have addressed a circular to the Members of the Committee, in which you state that you find yourself aggrieved by the present mode in which the turnpike trusts are conducted, the irregularity of the tolls, and the disadvantage under which the public are in consequence of their remaining in their present state?—Precisely so; especially in the district to which I there allude, in the neighbourhood of Islington, forming the 9th District of the Metropolis Roads Commission.

Mr. *E. Green.*

1380. Will you be kind enough to state, as briefly as you can, the objections which you have to the present system?—The present system arises out of what those roads are changed from; that was the principal outlet to the north and north-west, and some part of Wales; the whole of that outlet was that way previous to the opening of the railways; for instance, I think I have been correctly informed, and I believe it to be so, that there were no less than 200 public mail and other stage coaches that went through that gate situate near the "Angel," at Islington, previously to the opening of railroads, besides the post-chaises and other public carriages, or carriages belonging to the public, together with the heavy stage waggons, and all the farmers' produce brought in from those parts. Since the year 1834, the greater part, in short, I think I may say the whole of that traffic, has been diverted to the railroads, and the roads in existence have become little else than local parish roads.

1381. All the through traffic is removed from them?—All the through traffi or nearly so, is removed from them.

1382. And the 200 coaches, independent of the posting which took place, being removed, the weight of sustaining those roads is now borne by the persons resident within the Metropolis?—No doubt of it; and in proof of that, in the Commissioners' own Report (their fourth Report, I think,) they make the following statement; that is a Report which they make by law to the House of Commons annually: They state that the principal object in their appointment was the diminution of toll gates and tolls, and that, carrying out that principle, they have dispensed with certain gates, enumerating, amongst others, one in Oxford-street and one in Albany-street; but with the large debt with which they are burthened, they apologise for going very cautiously to work in so doing. Amongst other gates, they instance one removed in Clerkenwell, and some contemplated improvements which they must have the authority of Parliament before they can carry out, showing by a return that the parish of Islington, which is the locality where the most of those roads exist, was at that time maintaining a rental of something like 127,000 *l.* per annum. That rental has now increased, so that it exceeded 450,000 *l.* two years ago, and the local roads have been also increased in proportion; so that in that parish alone we have 36 miles of local road against some six or seven miles of the Metropolis roads. But I have pointed out for these last three years in succession the effect which that has upon these turnpike gates, introducing what I should call a very fallacious principle, namely, a desire on all parts, and an anxiety by all parties, to evade toll as much as possible; and I think there will be no difficulty in proving that by such evasion the parish are put to a far greater expense in maintaining their 36 miles of roads, than they would be if those toll gates were removed, and the fair use of the Metropolis roads was yielded up to them.

*Jovis, 28° die Junii*, 1855.

MEMBERS PRESENT.

Mr. Jackson.
Mr. Oliveira.
Viscount Duncan.
Sir William Molesworth.
Mr. Biggs.
Lord Alfred Hervey.
Lord Robert Grosvenor.
Mr. William Williams.
Viscount Ebrington.

WILLIAM JACKSON, Esq., IN THE CHAIR.

*James Pennethorne*, Esq., called in; and Examined.

*J. Pennethorne*, Esq.

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1383. *Chairman.*] YOU are an Architect and Surveyor, in connexion with the Board of Works?—I am.

1384. Have you from time to time had under your consideration various improvements in connexion with the metropolitan communications?—Yes.

1385. Your attention has been called to the formation of a new road, to connect the various bridges across the River Thames with Southwark?—It has.

1386. You have also had your attention turned to forming a new communication between what is called Westburnia and the south side of Hyde Park?—Yes.

1387. Have you any plans to submit to the Committee, to show a proposed communication between the Westburnia district and what is called Belgravia?—Yes. About two months ago I was instructed by the Commissioners of Works to consider the subject practically, with a view of forming a communication between those two districts, so as not to interfere with the scenery of the Gardens and Hyde Park.

1388. Have you had any complaints made to you of the want of a road to connect those two districts?—It has been a subject of complaint for many years past, and it has been the subject of inquiries before Committees of this House, and I have myself been examined upon it.

1389. Is the want of it felt to be so great an inconvenience that no question can be entertained of the necessity of it?—It would be the greatest possible accommodation to the public; and for the public convenience it is absolutely required.

1390. Will you describe the route that is now taken, and the advantage the public would have if the road you propose were constructed?—If you will have the goodness to look at the plan before you, you will see that from the north end of the Queen's-road, Kensington, to the north end of Park-lane, is a distance of a mile and three-quarters; and looking at the south ends of the same roads, it is full two miles; and between those two roads there is no communication of any sort or kind for the public; north of the Uxbridge-road and south of the Kensington-road there are very large districts, containing, each of them, at the present time, populations of probably not less than 200,000 people. When I say 200,000, of course I include nearly to the Regent's Park, all which would be served by the proposed communication; so that, in fact, there are two of the largest cities in England, without any direct communication from the one to the other.

*Vide* Plan No. XXIX. at the end.

1391. What is the communication that you suggest?—The communication I propose is to commence opposite the end of the Junction-road and near the end of Westbourne-terrace, and to pass through Kensington Gardens, upon a low level, level with the water, and by the water side; then underneath the south end of the bridge which crosses the Serpentine, then by open cutting, except where it will pass under the bridge of Rotten Row to opposite the new road which has just been formed from Brompton to Kensington Gore; so that it

it would form an unbroken line of communication from the Great Western Railway, and Westbourne-terrace, and all the northern parts of London, down to Brompton and Chelsea; and by the new Chelsea Bridge into Lambeth, and Surrey.

1392. And, in your opinion, it will be a great public convenience?—I have no doubt it will be the greatest possible convenience; it is most essential to the public. I have prepared a statement of distances, if it will be of any service: from the Uxbridge-road (opposite to the Grand Junction Road), at the north end of the proposed road to Kensington Gore, along the proposed new line, is a distance of 1,273 yards, or about three-quarters of a mile; going from the same point to the same point, by the Queen's-road, would be a distance of 3,334 yards, or more than a mile further; going by Church-lane, which is a very bad communication, would be still further, very nearly two miles; and, by Addison-road, you would have nearly three miles to go; then, going from the same point to the same point by communications east of the proposed road, the distance, passing through Victoria-gate, and Hyde Park, which is the nearest way open to carriages, you would be almost two miles further; and if you take Park-lane, it would be full two miles.

1393. Sir *W. Molesworth.*] You spoke of going through the Queen's-road, but cabs are not allowed to go through the Queen's-road?—Certainly not; it is not a public thoroughfare; there are clauses in the leases by which the road is preserved as a private road, and it could not be made into a public road without heavy compensation to the lessees.

1394. *Chairman.*] It is useless to the public as a road?—It is; I believe carriages are allowed to pass, but cabs are not allowed to pass, unless they are going to anybody living in the road.

1395. Have you, in forming this road, kept in view the character of the Park; do you think that its construction will be at all detrimental to its beauty?—I was particularly instructed to keep in view that point. I have considered the subject at various times, having been examined upon it some years ago, and therefore it has been in my mind. I have looked at it often, and I believe that the only way to do it is, by carrying the road upon a low level; by that means the north portion of the road, which will be seen more in detail upon the large Plan which I produce (*producing the same*), would pass entirely along by the water side, and the portion of it where it is close to the water would not require a fence on that side. All the way along on the western side, of course, it will require to be fenced in; but the ground that is brought from the cutting will serve to raise mounds, and to raise the ground so far on that side that the fence would not be visible by persons in the Gardens; and in passing through the Gardens the scenery would not be interfered with in any way that would be objectionable.

*Vide* Plan No. XXX. at the end.

1396. In fact, you would make it a landscape all the way?—It would be a beautiful drive.

1397. Do you contemplate planting the slopes of the cutting?—Yes; so that it would be like driving through ornamental gardens.

1398. Sir *W. Molesworth.*] Will you go on to explain how you propose to proceed after that?—When it arrives at the bridge which crosses the Serpentine, it begins to be in a cutting; and I shall then propose to form the slopes, not very steep, and to clothe them with plantation, so that persons in the Gardens or in the Park would look over from plantation to plantation, and see neither road nor fences.

1399. Would there be headway sufficient for the road to pass under?—Here is a section, which shows that without changing any of the levels in the Park, there would be sufficient headway. There would be a bridge at Rotten-row; so that the traffic of Rotten-row would not be interfered with, but be carried over the new road by a bridge, as shown by this perspective view (*producing the same*).

1400. What is the proposed width of the bridge?—The roadway underneath will be 52 feet; the roadway of Rotten-row above will be 62 feet wide.

1401. *Chairman.*] With a sort of parapet on both sides?—With a high parapet on both sides, so that the horses would not see anything below.

1402. You have no fence on the side of the road which skirts the water?—On the side of the road where it skirts the water there is no fence except open iron post or bar.

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1403. But you make a footpath all the way?—Yes. The communications between the high part of Hyde Park and Kensington Gardens, near to the north end of the line, will be by a viaduct over the entrance gates. This drawing (*producing the same*) shows the two lodges, and the viaduct over the public road, which will unite Hyde Park with Kensington Gardens.

1404. Have you made an estimate of the cost of this?—I have (*producing the same*).

1405. What is the gross amount of the estimate?—The total amount of the estimate, including the bridges and fences, and every expense that would be attendant upon the formation of the road, is 61,405 *l.*

1406. In what time do you think it could be constructed?—I think the work should be done by one or more contracts; and if continued uninterruptedly, it would be done in nine or twelve months.

1407. Can you give the Committee the details of the estimate?—Yes. The estimate has been made carefully, as far as it could be without working drawings.

[*The same was delivered in, and is as follows:*]

ESTIMATE for making a New Road from the Kensington Road (300 Yards West of Princes Gate) to the Uxbridge or Bayswater Road, opposite the Grand Junction Road, leading to Westbourne-Terrace.

| | £. | s. | d. | £. | s. | d. |
|---|---|---|---|---|---|---|
| Excavating the ground from Kensington Gore to the Serpentine, and depositing the same to fill up low grounds, &c. within a short distance - - - | 6,433 | – | – | | | |
| Macadamised road from Kensington Gore to the Uxbridge-road, with two gravel footpaths, and granite curb and channel, with proper drains, &c. - - | 7,050 | – | – | | | |
| Gas lamps, and removing sluice-house, &c. - - | 499 | – | – | | | |
| Iron railings and fences, &c. - - - - - - | 13,769 | – | – | | | |
| | | | | 27,751 | – | – |
| New gravel roads and footpaths in Kensington Gardens and Hyde Park, with alterations to the present - | 2,443 | – | – | | | |
| New cast-iron posts and rails in Hyde Park, and removing and refixing the present - - - - - | 2,860 | – | – | | | |
| Plantations, grass seeds, &c. - - - - - | 675 | – | – | | | |
| | | | | 5,978 | – | – |
| Lodge, gates, &c., at the Kensington Gore end of the new public road - - - - - - - - - | 3,366 | – | – | | | |
| Lodges, gates, and bridge at the Uxbridge-road end of the new public road - - - - - - - | 9,900 | – | – | | | |
| The Rotten-row Bridge - - - - - - - | 8,690 | – | – | | | |
| The Serpentine Bridge - - - - - - - | 5,720 | – | – | | | |
| | | | | 27,676 | – | – |
| | | | £. | 61,405 | – | – |

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*James Pennethorne.*

1408. Here is a sum of 13,769 *l.* for iron railings and fences; will you state why you consider such an expenditure as that necessary for that purpose?—Because the road would be a public road open all night, and therefore it would be necessary that both the Park and the Gardens should be fenced from it.

1409. Viscount *Duncan.*] Do you contemplate an iron railing all the way along between Kensington Gardens and the road?—All the way, except that portion which runs by the side of the water, and there I propose to have a post-and-rail fence.

1410. *Chairman.*] Here is a sum of 27,676 *l.* put down for lodges, gates, and bridges. That forms a very considerable portion of the cost of the whole?—Yes. I have considered that the bridges ought to be made handsome, because they will be seen not only from the road, but from the Park and Gardens, and that they should be suitable to the situation and the scenery.

1411. Do

1411. Do you mean the bridges to be of iron or of stone?—Of iron.

*J. Pennethorne, Esq.*

1412. Can you furnish the Committee with a sketch of this line of road, and with a plan of the Park, showing where the communication would go?—I have a plan for that purpose. (*Producing the same; the same was delivered in.*)

*Vide* Plan No. XXIX. at the end.

1413. The road laid down upon this plan will not in any way affect the present communications in the Park?—Not at all; the new road will be below, and the present communications will pass above.

1414. Viscount *Duncan.*] Does it interfere with the ride?—No; the ride will pass over it.

1415. Mr. *Oliveira.*] Has it not the effect of separating the Park into two distinct portions?—No; the communications between the two sides of the Park will be kept as many as they are at present, because they will be carried over the new road.

1416. *Chairman.*] There will be sufficient headway below to carry a bridge across?—There is a headway of 15 feet, which will be sufficient for all the traffic; it might be made more than 15 feet, but with that heighth the road below would be so nearly level, that it may be called a level road, and the drives above would remain on their present levels.

1417. In no way will it be any obstruction to the enjoyment of either Hyde Park or Kensington Gardens?—Not in the least.

1418. But it will give a good communication north and south?—Yes; it will give great facilities and advantages to the public, without interfering with those enjoyments which the Park now affords.

1419. Mr. *Oliveira.*] Do you propose to have gates at the extremities?—Yes.

1420. Do you propose to limit the use of this road to traffic of a particular character, or to open it to all traffic?—I believe it would be limited to the traffic of carriages and cabs, in the same way as that in the Birdcage-walk is limited now.

1421. *Chairman.*] And open all night?—Yes, as the Birdcage-walk is.

1422. And lighted with gas?—Yes.

1423. Viscount *Ebrington.*] Do you propose to limit it entirely to carriages and cabs, and to exclude all heavy traffic from it?—Yes.

1424. At all hours of the day and night?—This is a question that would not rest with me, but with the Commissioners; but I think in all probability it would be limited entirely to carriages and cabs; there is very little heavy traffic in that neighbourhood; it is out of the way of heavy merchandise.

1425. Viscount *Duncan.*] You mentioned "the Commissioners;" do you mean the Commissioners of Works?—Yes.

1426. Viscount *Ebrington.*] Have you ever considered the question of the amount of heavy traffic between the two districts between which you propose to effect a communication by this line?—I have not inquired, and therefore I am not prepared to say what it is; but I do not suppose that it would be great.

1427. Mr. *Williams.*] Is there not a great quantity of coal brought by the Northern Railway, for the supply of the southern district?—It would be too far for the carriage of coal; coal would most likely be brought nearer to the southern district; by the River or by the West London Railway.

1428. Sir *W. Molesworth.*] Would not it increase the cost of keeping the road in repair if you admitted heavy traffic upon it?—It would increase the cost of the annual repairs.

1429. Viscount *Ebrington.*] On the other hand, the aggregate sum paid for the repairs of the roads would be diminished by sending the heavy traffic by a shorter route?—Yes.

1430. *Chairman.*] Who pays the expense of maintaining the Birdcage-walk road?—I believe it is paid out of the Park funds.

1431. Then it is paid out of the public taxes, and not by the Metropolitan district?—Yes; I believe it is paid out of the general vote made each year for the maintenance of the Parks.

1432. Viscount *Ebrington.*] Have you ever considered the question of the traffic between the northern parts of the Metropolis and Belgravia?—I have not got any details of that traffic; it would be difficult to take it.

1433. Have you ever considered it in your mind?—All that I know is, that they

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they are two very populous districts, and that there is naturally great communication between them.

1434. Have you considered the inadequacy of the present lines of communication between those two districts lying to the east of the points for which you have just suggested a new communication?—The only real communication in that part is Park-lane; Park-lane is not a very good communication.

1435. Have you turned your attention at all to that part?—No, I have not.

1436. You say that Park-lane is not a very good communication; in what respects do you consider it defective, both as to width and as to levels?—It is narrow at the south end; but I am not prepared to speak upon that subject.

1437. Mr. *Williams.*] Have you ever been consulted with regard to the communication at Tower-hill by Postern-row?—Frequently.

1438. Have you made any suggestions for throwing that open?—Yes; I would have prepared myself, if I had known I should be asked questions upon it; I can only speak from memory.

1439. Have you received representations that if an opening were made through Postern-row it would be of great advantage to the public?—Yes; there have been several ways of doing it proposed. It ought to be done, and has been urged over and over again; and I believe there is no doubt that it is one of the most essential improvements to be made in London. At one time the City were very anxious indeed to do it, and I believe they are so now.

1440. *Chairman.*] You were called upon by the Government to prepare a plan for improved communications in Southwark, so as to give better communication between Westminster Bridge and Waterloo Bridge, and the other bridges and the City?—Yes.

1441. And I believe you have reported upon it?—Yes.

1442. Will you state in what condition you find yourself now with reference to that proposed plan, and how far you have progressed in carrying it out?—In the year 1854 I was instructed by the Commissioners of Works to consider the best means of communication between Charing-cross and Southwark, there being a large sum of money already appropriated towards the improvement of Southwark; the question was at the time stirred by a deputation from the inhabitants of Christchurch; several lines had been before considered by a Commission formerly appointed for considering the plans for the improvement of the metropolis. When I received those instructions from the Commissioners of Works last year, I submitted to them, and also to the deputation, a plan showing the three lines proposed, and it was, I believe, unanimously determined among them that the line called the straight line was by far the best; but they could not undertake the expenditure necessary for so long a line at that time, there being only about 75,000*l.* then available.

1443. Viscount *Duncan.*] What money was that?—Money that has been voted by Parliament towards the Southwark improvements.

1444. Mr. *Williams.*] A portion of the coal-tax?—Yes.

1445. *Chairman.*] The portion of the coal-tax that the Woods and Forests have received?—Yes; at first Parliament voted 50,000*l.*, and afterwards 25,000*l.* more was voted; that money is now invested waiting to be appropriated.

1446. Putting on one side the want of money, and looking at the district, do you consider that the road you have marked is the best line?—I believe that line is by far the best and the most useful to the public, and I believe such was also the opinion of the gentlemen who at the time examined the plans.

1447. Viscount *Duncan.*] What was the estimate for the plan?—I received instructions to prepare plans and estimates of the eastern portion of the line, that is, from Wellington-street, beginning at the Town-hall, to Guildford-street, and the total cost of the purchase, and of the works necessary to carry out that portion of the street, was estimated at 193,000*l.*

1448. *Chairman.*] Does that include the purchase of the property?—The purchase of the property, the paving of the streets, and everything necessary to carry out the undertaking; the total return expected from the property left by the sale of ground-rents eventually was 66,400*l.*, making the total net cost 126,600*l.*

1449. Out of which you have 75,000*l.* now invested for that purpose?—

Seventy-five

Seventy-five thousand pounds, which by this time, I believe, amounts to about 80,000*l.* by accumulated interest.

1450. Have there been any further sums accruing from the coal-tax in aid of that fund?—No; it consists only of two sums appropriated to Southwark by the Acts of Parliament.

1451. Has no attempt ever been made to get the assistance of Parliament to apportion a further sum of the accruing coal-tax for Southwark?—I do not remember that there has been any for Southwark in particular.

1452. Can you state what applications have been made of the monies which have been since sanctioned by Parliament during the last two or three years?—I cannot state it from memory. At the last appropriation there were several sums granted. There was a grant for Clerkenwell, a grant for Westminster, a grant for Southwark, and a grant for the completion of improvements which had been commenced at the West End.

1453. There has been an estimate made by competent parties as to the probable amount of aid which will accrue from the coal fund up to a certain period; do you know what that estimate is?—I believe that the way in which it stands is this: that all monies accruing from the coal-tax, up to the end of 1862, are supposed to be appropriated; but that if there should be a surplus (which may be the case), that surplus is to be appropriated to the Covent-garden improvement.

1454. Supposing there is no further amount to be got out of that fund, in what way do you propose to raise the necessary funds to complete this line of road which you have marked on the plan?—That is scarcely a question for my consideration; different ways have been proposed. As far back as the year 1837, it was considered conjointly by Mr. Herries and Lord Duncannon; Mr. Herries having just then gone out of office, and Lord Duncannon having come into the Woods and Forests; before they began the metropolitan improvements then contemplated, they considered the propriety of a rate upon the Metropolis generally; and I obtained a great deal of information to show what the rateable property was; but after fully considering the subject it was thought that there was no rate so equitable and so fairly applicable to improvements as the coal-tax; and the coal-tax was continued, until 1862.

1455. The coal-tax is a tax upon every consumer of coal within a distance of twenty miles of the city of London?—Yes; it is a tax which, to a certain extent, is paid by everybody, but it falls lightly upon the poor man; it falls most largely upon the large consumers of coals who principally use the thoroughfares.

1456. Viscount *Duncan.*] Subsequently to the period to which you have referred, the Office of Woods has been severed from the Office of Works?—Yes, in 1851.

1457. Which office now has the management of the matter?—The Office of Works.

1458. *Chairman.*] Seeing that the coal-tax has been paid by every inhabitant within the district, do not you think that when the coal-tax ceases the same principles ought to be applied, namely, that every one within the district should contribute to the general improvement of the Metropolis?—According to the opinion I have formed, the coal-tax is the fairest mode of raising money for public improvements.

1459. You consider that these improvements are for the benefit of every one connected with the Metropolis, and that therefore, as a principle, the whole should pay?—I think I may go a little further, and say that I think they act upon the right principle in Paris; there, as I am informed, two-thirds of the cost are paid by the Metropolis, and one-third by the country generally.

1460. Viscount *Duncan.*] When you say that all the inhabitants of the district should contribute, what do you mean by "district"?—I mean what they used to call "within the Bills of Mortality," or a rather larger district than that now; perhaps all within the district that is embraced by the Metropolis Building Act; all within a certain limit round London.

1461. Extending to what distance?—I should think in all probability about 10 miles round London. In 1837, at the time we made the first inquiries, we took the limits of the Twopenny Post-office.

1462. *Chairman.*] You consider that the improvements you have suggested, and all improvements going on at Clerkenwell, and Covent Garden, and elsewhere,

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where, ought to be borne by every inhabitant (no matter in what way the amount is levied) within the district of the Metropolis?—Yes; the country generally contributing a portion towards it.

1463. Taking Sir Benjamin Hall's Bill as representing the metropolitan district (which is the same as the Bills of Mortality), you consider that a fair assessment upon the whole of the district so constituted would be a just and equitable measure in order to carry out the alterations which are requisite for the improvement of the communications of the Metropolis?—I think that it is only right that two-thirds of the cost should be borne by the Metropolis; but how those two-thirds could be best raised is a question.

1464. Will you state the reasons why you think that two-thirds only should be paid by the Metropolitan district?—The Metropolis may generally be said to belong to all parts of the country; it is visited perhaps by a million of people out of the country and foreigners every year; and every man in the empire is interested in the appearance generally, and the open spaces and public buildings of the Metropolis.

1465. Do not they, by their expenditure in the Metropolis, contribute to the wealth of all parties connected with the Metropolis?—It may be so to a certain extent; but I look upon the Metropolis as belonging to the empire altogether; I think the empire ought to a certain extent to pay for beautifying the Metropolis.

1466. Do not you think that the beautifying of the Metropolis would have the effect of bringing a greater expenditure to it, and thereby paying back the contributions made for it by the metropolitan district?—It is for the advantage of the country as well as of the Metropolis, and therefore I think the country should contribute towards it.

1467. But you do admit that, to the extent of two-thirds of the expense, the best mode of carrying out these improvements would be a rate spread over the whole metropolitan district?—I take two-thirds, and one-third, because I find it is so in Paris, and it appears a fair and reasonable apportionment.

1468. You think it is a proper mode of raising funds for these improvements by rating every individual within the metropolitan district to the extent of two-thirds of the amount?—Yes, a rate or a tax; I understand the question to refer to either.

1469. Carrying out by means of a rate that which is now obtained through the medium of a coal-tax?—I have said that, as far as I can judge between the two, the coal-tax would be more easily levied, more readily met by the public, and I think would be the fairest tax, because it would be spread more equitably upon all the parties.

1470. Mr. *Williams.*] What you mean is, that you suggest that two-thirds of the expense shall be placed upon the Metropolis to be raised by some means or other, and that one-third shall be voted by Parliament?—Yes, by a vote of Parliament out of the Consolidated Fund; the probability is, that if the coal-tax were to be continued at its present rate, or even less, so as to produce about 100,000*l.* a year, you would have sufficient for all the improvements absolutely necessary for London.

1471. *Chairman.*] Do not you think that all the improvements now suggested, should go on simultaneously if money could be found?—It might be an advantage to carry on the improvements simultaneously.

1472. Is not one great evil which exists at present, uncertainty as to whether proposed improvements will be carried out, and when they will be carried out?—The improvements have cost a great deal more than they ought to have cost, for want of funds. All improvements hitherto have been made by forestalling funds. Now, if instead of that, you were to take only a moderate sum, say 150,000*l.* or 200,000*l.* a year, and not forestall it, but spend it as you get it, you would avoid paying interest upon borrowed money, and you would have the improvements effected at a more reasonable cost.

1473. Would this be the mode in which you would think it advisable to raise the money; supposing a gross sum of 2,000,000*l.* were required to effect these improvements, and the Government were to give a guarantee for that 2,000,000*l.*, so as to get it upon the best terms, the Government taking as a re-guarantee the Metropolitan district security, and the Metropolitan district coming under Parliamentary obligation to refund to Government any loss that it might sustain by rating themselves for the purpose of carrying out these improvements?—

improvements?—It would increase the expense of the improvements to do them by borrowed monies.

1474. Would it not be better to carry out all those improvements rapidly, so as to give a value to the property which you have to re-sell; would you not save as much by that as you would lose by the payment of interest?—That is a matter of calculation; but I doubt whether it would be advisable to go to a greater extent every year than about the sum I have named.

1475. If you had to raise 100,000 *l.* a year, by raising that 100,000 *l.* a year, which represents the interest of 2,000,000*l.*, to be spent immediately, what difference would it make whether you paid the 100,000 *l.* a year as interest upon the 2,000,000 *l.*, or whether you paid the 100,000 *l.* a year continuously, without borrowing the 2,000,000 *l.*?—If you borrow 2,000,000 *l.* of money, it must be borrowed from somebody, and it must be repaid with interest.

1476. You borrow it upon the rates, and the rates are subject to a charge of 100,000 *l.* per annum, for the repayment of principal and interest?—You would have to continue the 100,000 *l.* a year much longer, in order to pay off the capital.

1477. Supposing you borrowed this money upon terminable annuities?—I think all that should be a matter of calculation. It is impossible, off-hand to give any just opinion upon the subject; it is quite a matter of calculation. *Primâ facie*, the borrowing of money is unadvisable; it would almost be better, I think, to raise a larger sum annually than to borrow money. There is, however, one advantage in the plan suggested, which is, that the cost would not fall entirely upon the present generation: the present residents in London will, of course, only have the benefit of the improvements for a few years; they are most of them leaseholders; holding probably for 20 years at the outside, and therefore, to a certain extent, the principle suggested in the question would be fair, because it throws the burden partly upon a future generation. At the same time, I should not like to give any positive opinion upon such points, without calculation and consideration.

1478. Taking into consideration the different classes of leaseholders, and their different interests in the property, many of them having only a short interest, do not you think that it would fall very hardly upon them if they were subjected at once to a heavy taxation, from which they would be benefited only for a few years after the improvements were made?—Yes; but I suppose that a general rate would be assessed in such a way that the amount would be apportioned between the lessee and the landlord, as in the case of sewers, of repairs under the Buildings Act, &c.

1479. Mr. *Williams.*] Supposing it were determined to make an outlay of 2,000,000 *l.* of money for improvements in different parts of the Metropolis, do not you think that the expense would be increased by the greater demand for labour which that would cause, as compared with an expenditure of 100,000 *l.* or 200,000 *l.* a year?—If you went on at the rate of 300,000 *l.* a year, I think that would be as fast as you could buy the property with advantage, or could relet the ground to builders. To interfere with all the thoroughfares at once would create great confusion in the town, and great injury to the many inhabitants who would be removed, and would be unable to relocate themselves except at greatly increased rents; therefore I am disposed to think that going on at that rate would be sufficient. If you take 10 years, at 300,000 *l.*, that is 3,000,000 *l.* of money; and I think that an ultimate net outlay of 3,000,000 *l.* might do all that is necessary for improving the traffic of the town.

1480. *Chairman.*] Do you think that, taking east and west, north and south, an expenditure of about 3,000,000 *l.* would be sufficient to make all the alteration that would be necessary to perfect the metropolitan communications?—I am speaking without calculation, but I do not think it would require more than 3,000,000 *l.* of money ultimate cost, which would require a first outlay of about 5,000,000 *l.*

1481. You are aware that in the last Session of Parliament a Committee, of which Mr. Oliveira was the Chairman, sat for the purpose of investigating the position of the bridges, and that that Committee reported in favour of opening those bridges to the public; do you in that 3,000,000 *l.* of money contemplate the cost of purchasing those bridges?—No; although I think that the bridges ought to be opened to the public.

1482. Do you think that the cost of opening those bridges to the public should

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should be borne by the metropolitan district and by the county at large, in the proportions of two-thirds and one-third?—I think, if they were opened for the good of the Metropolis, the expense should be borne in the same way as that of every other metropolitan improvement.

1483. Looking at the fact that each county in England pays its proportion of all the bridges that unite two counties, do you think it would be a fair mode of raising the necessary amount to purchase the bridges, to assess it upon the property upon both sides of the river?—No; the bridges across the Thames at London can scarcely be looked upon as bridges across a stream in the country. They are, to all intents and purposes, great communications in the Metropolis, and ought to be opened to the public.

1484. You have had a great deal of experience in monetary matters connected with improvements; taking 3,000,000 *l.* as the amount that will be required, and taking 10 years as the time necessary to carry out the improvements, that would be at the rate of 300,000 *l.* per annum; do you estimate that there would be any return from any improved property that might be created in making the improvements?—No; I suppose that the net cost will be 3,000,000 *l.* of money; and that is one reason for not going on too rapidly, because by not going on beyond a certain extent, you would have the returns from one improvement towards the buying up the property for another. These are subjects that require consideration and calculation, and I am not prepared to go so fully into them.

1485. Supposing the 3,000,000 *l.* of money required for carrying out the necessary improvements were raised by terminable annuities for 20, 40, and 60 years, and that there were a rate levied upon the Metropolis to pay the accruing interest upon those 3,000,000 *l.* of money, until the debt was paid off at the end of the 60 years, do you think that would be a fair mode of raising the money and taxing the parties?—Of course that would be adding to the cost of the improvements all the interest upon the borrowed monies, and you would also be adding to the total sum required for the first outlay on purchases and works, because you would not have the returns coming in to meet any portion of that cost which, as I have before stated, might amount to about 5,000,000 *l.*

1486. The returns will come whether the works are finished in one year or in 10, will not they?—The returns will not come rapidly; in good localities and great thoroughfares the ground may let rapidly, but in many localities it would be otherwise.

Mr. *Edward Green*, called in; and further Examined.

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1487. *Chairman.*] HAVE you any further information to give the Committee upon the subject upon which you were briefly examined yesterday?—I attend upon the Committee to state some facts that I am thoroughly acquainted with, upon the evil-working of the tolls and tollgates in the immediate neighbourhood of the Metropolis.

1488. Do you apply your statement to the north, or to the west?—The Metropolitan Roads Commission, I beg to state, is confined strictly to the turnpike-roads on the north of the Thames.

1489. Under what trusts are the roads on the south of the Thames?—That I am unacquainted with; I confine my observations strictly to the roads under the control of the Metropolitan Commissioners, and those embrace all the turnpike-roads north of the Thames.

1490. Does the Metropolitan Roads Commission include the roads leading to Hammersmith?—It does; the whole of the roads on the north of the Thames. In 1827, the Metropolis Roads Commission was first appointed by an Act of the 7th of Geo. 4, c. 42. The Members of Parliament for the city of London, and those also of the county of Middlesex, are Commissioners *ex officio*. At the Commissioners' first appointment, the roads were largely in debt, and we find by the Annual Report of the Commissioners laid before Parliament, in accordance with the 138th section of the above Act, that they have paid off all their debt, and have had for several recent years a balance in hand of some few thousands; we are all aware that the traffic upon the roads is much altered since the railways were opened, and that the turnpike-roads in the immediate neighbourhood of London are more specially affected by them. I venture to think that I can pretty fairly illustrate the whole subject, being so well acquainted

acquainted with the locality about Islington, having been connected with it since 1822. I shall confine my remarks pretty much to that locality, in the hope that it will afford a general illustration of the whole matter.

1491. Does that include the Hampstead gates?—It includes the Hampstead and Highgate turnpike-gates. The parish of Islington at this time contains upwards of 100,000 inhabitants; it has now 13 churches, and 10 or 11 ecclesiastical districts. Its rental now exceeds 454,600 *l.* In 1829 the Commissioners themselves reported in one of their reports, to which I shall call the attention of the Committee presently, the rental of Islington at that time to be 127,800 *l.* and odd; and they had in Islington at that time but one church, the mother-church, and a chapel of ease. The parish has now 36 miles of local roads, owing to the vast improvement that has been going on for a series of years in that part, which cost the parish (I have all this from the vestry clerk) on an average of four years 8,424 *l.* to maintain; and in addition to that 36 miles of local road, there are also between six and seven miles of the Metropolis roads under the Commissioners. At the time I am speaking of, namely, previously to the year 1834, before the railways were opened, Islington being the outlet for all the northern, north-eastern, and north-western trade to Scotland and Ireland, including the great Holyhead road, those roads were then used by upwards of 200 mail and other stage coaches, besides a great number of postchaises, common stage waggons, and other vehicles, all of which, since the opening of the railways, have been diverted. When I say all, certainly I should say 11–12ths of the through traffic has been diverted by the railways, leaving those six miles, I submit, as little else than a local parish road. Before I call the Committee's attention to the reports to which I before alluded as issued by the Commissioners themselves, I beg to be allowed to state that I am one that sets a high value upon good roads, and I should regret very much if they were not maintained; but the question is, how can that be best done? And in my humble opinion I should say certainly not by turnpikes, which cost, upon the most moderate computation, at least 16,000 *l.* per annum; and the parties here all say that there would be no difficulty in proving that they cost at least 20,000 *l.* per annum; but even at 16,000 *l.* per annum it forms 25 per cent. upon the gross produce of the tolls to the Commissioners, and that is exclusive of jobbing and evasion. These are strong terms, but I hope I may be excused for using them, because, if asked how to prove those, I do so at once, by pleading guilty myself in part. With your leave, I state, first, that the gross amount for which the tolls on these roads were let in 1854 was 64,930 *l.* I am strictly confining myself to these roads. The lessee is to deposit one month in advance; that is between 5,000 *l.* and 6,000 *l.*, which he has always to have locked up as his security; and looking at the question in a mercantile point of view, and taking into consideration the risk that he runs, I should estimate that he calculates that he receives, and that he does receive, 7½ per cent. in the shape of profit for that undertaking, and for having his capital locked up. Then, to prove the other expense contingent upon the collecting, I must call the attention of the Committee especially to this, that there are 152 toll-gates and bars at which collection is made belonging to these roads, all of which, or most of them, require attendance day and night the whole seven days in the week, Sundays as well as week days. And here again I have been corrected since I came into this room; I took an estimate of each gate at 30 *s.* a week, but I am told it is nearer 50 *s.*

1492. Have you any means of ascertaining what the receipts are?—No; there are parties who could state them, but I am not one of those parties. Then those two sums together, namely, the weekly pay of the respective toll-collectors, amounting to 11,836 *l.*, added to 4,875 *l.* for the man's profit, will give, as I stated, 16,731 *l.* Now, I am told that it is considerably more than that; but still, taking it at that sum, that 16,731 *l.* forms, as I stated, 25 per cent. upon the gross produce of the tolls to the Commissioners. Now, as to the word, "jobbing," I confess it is a very disagreeable word, but I am afraid that I am in a position to prove that it is true; that I am, to a certain extent, one of the jobbers. I confine myself to jobbing as regards tolls. Since I started this inquiry, I have heard a great deal about granite, gravel, carting and scraping, &c. &c.; but that is only hearsay; therefore I do not repeat it; but I can suggest the names of parties who can enlighten the Committee upon this head; I will, however, confine myself to jobbing with the tolls. There has been

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been for three years in succession a stir, and an earnest and I hope a respectful solicitation made to the Commissioners, to permit a deputation to attend upon them to state their grievances, and that has totally failed; in short, with one single exception, there has been no acknowledgment of our application. That I shall state hereafter more fully. But on the 15th of the present month they re-let the tolls, and made a special exception of those roads situated in Islington. The Committee will see it more conveniently by this little map which I have prepared since I was here yesterday (*producing the same*). You will see by this map that Islington has very just cause of complaint. You will observe that the nearest gates to London, on the southern side of the Thames, are Camberwell-gate and Kennington-gate, and that the City-road gate and the Islington-gate are the nearest on the northern. I said that in consequence of these applications, the Commissioners made special exceptions in the ninth district, and have reduced the toll one-third A coal-van, with narrow wheels, drawn by two horses in pair, at a slow pace, which has heretofore paid 9*d.*, is in future to pay 6*d.* A coal-van, with broad wheels, and horses drawing, which has hitherto paid 3*d.* per horse, is in future to pay 2*d.* per horse. Now, to explain what I said about jobbing, I am in a position to prove that before this boon was granted (which the Commissioners look upon as a boon) there were many parties who went and jobbed with the lessee, and had the free use of those roads for the 3*d.* before the Commissioners reduced it. They have never done so in the Highgate and Hampstead-road, but they have done so in the City-road; because it is very remarkable that the Act of Parliament is so ambiguous that I have had decisions in the same court by a magistrate (but not the same magistrate) decided in my favour, and in the same court, by another magistrate, decided against me. This went on, till at last we agreed that we would job, and I had the free use of the roads for all my vehicles at a certain sum per week. That is the way I prove the jobbing. Then the next point is equally large and equally culpable, I maintain, but excusable, on the ground of the cause which exists that drives people to it, and that is, the evasion of toll. I admit that the evasion of toll goes on very considerably, and I can speak for myself. My place of business is to the south of the Islington gates, but I have access to the north. By having jobbed with the lessees of the City-road, I can go direct beyond Pentonville behind the Angel, and thereby evade the toll; and I do so, to a very great extent, for more reasons than one: one is, that I found years ago that my men had deceived me; they had drawn for the toll, and charged me for the toll, when they were going round working my horses and perhaps losing my time, and therefore I thought if it was not the honestest, it was certainly the wisest and the safest course for me to take. And what do I do by it? I wear double the quantity of local roads, and in some instances treble the quantity, because the parish of Islington having increased from something like 45,000 to 120,000 inhabitants, and its rental having increased from 120,000 *l.* to 450,000 *l.*, that shows at once that there is a large consumption there, and that useful articles are largely required in carts to be delivered there; and although I am in a position to prove, and would, if required, make an affidavit that on the average upon the lot of coals that we cart in Islington for consumption and delivery, we do not use more on the average than one-third of a mile of the road, still for that third of a mile I am called upon to contribute at the rate of 3*d.* a ton for each ton of coals that I supply for the consumption of the inhabitants of Islington. Since I have been in this room, I have had an opportunity of finding that coal is a very important article; it is looked up to by many with a view to furnish a fund for many schemes; but I dare say that you, gentlemen, were hardly prepared to think that the turnpikes could operate so injuriously as to inflict a local tax equal to 3*d.* per ton upon coal delivered in a respectable neighbourhood like Islington; but so it is.

1493. Then parties who live south of the gate at Islington can get coal delivered to them free of toll; but those who live north of it must pay an additional tax, though the coal is brought by the railways much nearer to them than it is to the others?—Exactly so; those that use any part of those roads.

1494. Do you think that the turnpike gates in the district that you speak about, have been an obstruction to the growth of property there?—They have deteriorated

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deteriorated the property. I will state one instance particularly. They have deteriorated the Regent's Canal very materially. I am the oldest trader upon the Regent's Canal, having been there since the year 1822. I am obliged to admit that by the opening of the Great Northern Railway, and the opening of the East and West India Dock Extension, and by the manner in which coals are brought by the Great Western and by the North-Western Railway, I, as a coal-merchant and wharfinger, am in a very different position now to what I was some years since.

1495. What have the turnpikes to do with that?—I have shown you that in delivering in Islington, in addition to all these drawbacks, we are subject to 2*d.* per ton. Perhaps not so much, because on the north side of Islington there are far fewer gates than on the south side. A gentleman present will tell you how he evades the toll. He has shown me how he evades it, and he does evade it to a considerable extent, but he cannot evade it all.

1496. I understand you to say, that the district in which you reside, and in which you carry on your business, is suffering to the extent of 2 *d.* a ton upon every ton of coal; to that extent you are unable to compete with your neighbours?—I say that I have a choice of evils; I can go round and double the length of my journey, and deliver a large portion of those coals, evading the toll.

1497. And the increased cost caused by that wear and tear of the roads, in proportion to the increased distance you go, is borne by the township of Islington, and not by the turnpike trust?—Precisely.

1498. Therefore there is a loss in your horse-flesh, a loss in the wear and tear of your waggons, and a loss to the highway, by your going this longer route to avoid the turnpike gate?—Precisely so. The Commissioners themselves stated, when they revised the tolls and the toll-gates, about the year 1832, that their basis was, that one toll should free a horse using the road for seven miles. Now here is the gate at Islington, and this is the City-road coming from Finsbury-square, joining this at the Angel at Islington. Then the New North-road branches out of the City-road by the Vinegar-yard along Old-street, and comes out at the Lower-road at Islington. This road was made by speculative builders, but it failed, and the Metropolitan Roads Commissioners applied, and by an Act of Parliament they have purchased it. But that road was not in existence when the Metropolis Roads Commission was appointed. Now the longest distance that any of our waggons drawn by horses can go for one toll would be by getting into the road below the Angel at the cross road at the top of St. John's-street, and by Goswell-street and the City-road and Pentonville-hill, and by taking the route which the mail coaches used to go to avoid the confusion of Islington to go up to Highgate, that is, by the Lower-road of Islington, which joins the other road again at Holloway before the second gate. At the Police-station at Islington-green it branches off to go into the Green Lanes, or to go back again to Finsbury. Now the longest length of that road without a second gate is certainly under three miles and-a-half. But the Commissioners state, that the basis upon which they levied the tolls was that 3 *d.* should free a horse and van for using seven miles of road. But see what Islington now is; it may be compared to London. I would recall your attention again to the fact that we have at this time 10 or 11 ecclesiastical districts, and that we have 14 churches, and that our present rental is 450,000 *l.* odd; whereas in the year 1832 there was only the mother church, St. Mary Islington, and a chapel-of-ease; and now, in addition to all this, we have the Smithfield market transferred to us. One great evil arising from these gates is, that the feeling against them pervades every class, from the highest to the lowest. I could give the name of a medical man at Islington who declared to me that for the last few years he does not pay 3 *d.* per week toll, although he knocks up two pairs of horses in a day. Why does he not? Because he admits that he uses the parish roads instead, and avoids the gates; he does not care how far he goes round in making his calls to avoid a turnpike-gate.

1499. You are of opinion that the whole of those gates ought to be abolished?—Entirely.

1500. In what way would you have those roads maintained?—In my humble opinion the fairest thing would be, as everybody is benefited by the roads, that it should be done by one rate levied over the whole mass of the inhabitants.

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1501. You would, then, abolish all the gates within the metropolitan district, and maintain the roads by a rate over the whole of the district, which rate should sustain every road within that district?—Exactly.

1502. Mr. *Oliveira.*] Within what limits round London would you apply this principle?—London is grown so large now, that it ought to extend to some distance round. I think there ought not be a turnpike gate existing within 10 miles of the metropolis.

1503. *Chairman.*] Would you approve of taking the metropolitan district as laid down in Sir Benjamin Hall's Bill?—I think that would make a very good basis.

1504. Mr. *Oliveira.*] At present there appears to be a very great difference in the distance you can go, on different sides of the metropolis, before you come to a turnpike gate?—Particularly so.

1505. I understand you to say that in the district which comprises Islington and Holloway, and all that part of London, they are met immediately by a turnpike gate; whereas those who ride to the west or south, go double the distance before a toll is exacted?—Exactly.

1506. Do you consider that the localities in which the population has become very large lie more to the south and west than to the north?—I do not think so, for Islington has become rather a favourite place for health. I remember that the late Mr. Abernethy recommended a friend of mine to go away from the south, and go to the north. It is a more bracing atmosphere; and I think that has had as much effect as anything in increasing the population of Islington.

1507. Do not the winds prevail more from the north than any other quarter?—I am sorry to say that if you take the last 12 months, you may say that the wind has prevailed at Islington with a great deal of east in it; but, generally speaking, we have a pure atmosphere, because if the west wind prevails, then we do not get it from the swamps on the east; it is a dry air. Within my remembrance, between Paddington and the end of the City-road, I think there were four gates, but they are all done away with, Clerkenwell, St. Pancras, and Marylebone, so that we give you access to our parishes; but we cannot get into your parishes without paying a toll. Islington High-street, with reference to property, I think, promises to vie with Oxford-street ultimately if you do away with the toll-gates; but if you want to visit a family at Islington, if you take a cab at a sixpenny fare, you have to pay 3 *d.* toll.

1508. Do you think that the inhabitants generally would submit to a rate upon the whole property, for the purpose of repairing the roads, in order to do away with the turnpike gates?—A gentleman in the room with me, wishing for the utmost scrutiny and searching into this, waited upon the Board of Managers of Islington. Islington is a parish governed by a local Act of Parliament; it has two or three distinct bodies; it has a limited vestry; no man assessed at less than 20 *l.* per annum has a vote in the vestry; above 20 *l.* to 500 *l.* he comes under Sturges Bourne's Act, and votes by a plurality of votes; so that you may call it a limited vestry, though not a select vestry. The vestry appoints the churchwardens, overseers, constables, and so forth, and 60 gentlemen called trustees, who have large powers connected with the supervision of the parish expenditure. We waited upon them, and told them what we were doing. Many of the gentlemen said, "Many among us, Mr. Green, are willing to sign your petition, because we addressed a respectful Memorial last year and the year before to the Commissioners of the Metropolis Trusts. Having failed this year, we sent in a petition, embodying that Memorial, to the House of Commons, delivered by Mr. Duncombe, our Member, signed by 15,000 inhabitants;" most of the officers signed as individuals, but not as officers of the parish, because they felt a delicacy in doing so; but they admitted that, as individuals, they took my view, that it would be very little cost, or a very trifling increase of cost, if the Commissioners were at once to give up those six miles of roads, and to put them upon the parish, being all perfectly aware that the far greater portion of the 36 miles of road which the parish contains are now being used very greatly for the evasion of the toll to which they would be subject if they went the more direct road.

1509. Are you of opinion, that even if Parliamentary powers were required for the purpose, the parish would be glad to seek for those powers to substitute a local

a local rate over the whole parish for the maintenance of the roads, in lieu of tolls?—I think they would.

1510. But you go further, and say that you do not think that the roads ought to be undertaken by the several parishes, but by the whole of the Metropolis, and that there should be a general rate over the whole property within the district to maintain all roads?—Yes. I think that the tolls now affect the pocket of every individual throughout the neighbourhood of the Metropolis, from the highest to the lowest.

1511. Do you think the inhabitants of the district would object to a general rate, not only to maintain the roads, but to make all the improved communications that are required in the Metropolis?—That is a question that I could not answer. When a parish officer, in the year 1832, I took a very active part; but since the year 1832 I have never attended the vestry, nor mixed myself in any parochial matters.

1512. Do you think that opening the bridges across the Thames would be an advantage to the Metropolis?—It would facilitate the traffic over there very much.

1513. Do you agree in the opinion of the Committee which sat last Session that the bridges ought to be the property of the Metropolis, to be paid for by a local rate, and thrown open?—I quite think so.

1514. Do you think that that would be a fair mode of settling the question?—I quite think so. Returning again to the case of the Islington roads. I can state that those 36 miles, upon the average, cost the parish 8,424 *l.* to maintain. Now, supposing I am correct in my view, if the six or seven miles are added to the 36, it will give us 43 miles, and that at the same ratio would cost 1,062 *l.* to maintain, added to 8,424 *l.*, being an increase of 1,638 *l.* That would be the addition that would be required by adding the six or seven miles which are now under the Commissioners.

1515. What is the assessment of the township?—£. 454,000 *l.* At the time I was the assessor in the year 1852 we raised it 15,000 *l.* in one rental.

1516. Have you made a computation what amount per annum would be necessary to be raised upon that rental for the maintenance of all the roads?—A penny rate would cover the expense of maintaining the roads in the Islington district. Now I come to another very startling fact; we will compare now what the Commissioners receive for that district. The Commissioners received for the 9th district, upon letting the tolls for the year 1854, the sum of 18,000 *l.* per annum. Now that is not strictly confined to the six miles of road in Islington, but it includes the Hampstead and Highgate roads. I have gone into it both mentally and upon paper, and it is my firm conviction that the Islington people alone, or the trade connected with Islington, pay eight-tenths of that gross amount of 18,000 *l.*

1517. Therefore it would be a gain to them to have the turnpike gates abolished, and to have the roads maintained by a local rate?—Therefore it would be a surprising gain to them.

1518. Of course the seven miles you speak of would be more used than the 36 miles of local road at present in Islington?—Granted; but the others would be used less. I will revert to the new Market. Sundays as well as week-days, and nights as well as days, the drovers select the side roads, instead of the high roads; they tell one another the way to avoid the toll. Those cattle, and sheep, and pigs are taken a circuitous route, however inconvenient and narrow the roads may be, solely to avoid the Metropolis turnpikes.

1519. The inhabitants of that district are in that way put to inconvenience to which they would not be subject if the roads were all free?—Yes.

1520. Supposing a compromise could be entered into with the Metropolitan Commissioners, do you believe that the inhabitants of the district would consent to 1 *d.* rate, in order to be free from the turnpike gates?—Not having mixed myself up with parochial affairs, I am not competent to give an opinion upon that.

1521. As one knowing the district, do you think that if a penny rate was charged upon the township, the township would, as a whole, be benefited by the removal of the turnpike gates?—I certainly do think that 8-10ths of the inhabitants of the district would prefer a penny rate in order to be free from the gates, but whether the officials would, I am not able to say. Now, to prove

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that I am not very wild in supposing that Islington pays 8-10ths of that 18,000 *l.*, I may state that there is a gentleman in this room who individually pays to those gates 5,000 *l.* per annum, and, certainly, I have not any doubt that he is the man of all others who is benefited most by the alteration or yielding that I have mentioned of the Metropolis Commissioners. But I am also proud and pleased to add, that although he is perfectly aware of that fact, he is no more satisfied with it than I am, but says it is just one of those things that yields a large benefit to me, but the public get no benefit by it.

1522. He would, of course, be more benefited if the gates were removed altogether?—That is doubtful; but he is a large minded man; I was told when I was making a stir about this, there is one man in Islington whom you must not go to to ask to sign for the abolition of the toll-gates. I said, "Why?" And I was told it gives him a complete monopoly. "Take away the toll-gates, and this person and that person will come in, and will be setting-up omnibuses." I told him so; he said, "I shall stand my chance with the rest; I am quite prepared to enter into a competition."

1523. If he pays 5,000 *l.* a year for tolls, must it not be a strong competition that would knock down his profits to that extent?—I went into a calculation upon that. I said, "Am I right, Mr. Wilson, in coming to this conclusion, that if the Islington toll-gate, near the Angel, was removed, you could afford to take off a penny per passenger for each of those passengers short of Highbury?" His answer was, Yes, he could.

1524. You think that through the medium of a lower charge for the use of that gentleman's omnibuses, the public would be benefited by the removal of the gates?—Yes; these are the points that struck me particularly, and with the permission of the Committee I will call their attention to the Petition presented by Mr. Duncombe, a copy of which I will lay before the Committee.

[*The same was delivered in, and read, as follows:*]

To the Honourable the Commons of the United Kingdom of Great Britain and Ireland, in Parliament assembled.

The Humble Petition of the undersigned Inhabitants within the Districts of the Metropolis Roads, or connected by Trade therewith,

Humbly sheweth,

That your Petitioners complain of the unequal and oppressive taxation in regard to the tolls levied upon them as such inhabitants and traders, and more especially of the continuation of the several toll-gates and bars in that portion of the said road which is situate in the parish of Islington.

That memorials have in the present and two preceding years been addressed and forwarded to the Metropolis Roads' Commissioners, stating,

"That the parish of Islington contains upwards of 100,000 inhabitants, and that the gross rental thereof exceeds 454,674 *l.*

That the said parish has 36 miles of local roads, exclusive of those roads belonging to the Commissioners of the ninth district, which last-mentioned roads do not at the utmost exceed seven miles.

"That the whole of the 36 miles of the local roads are repaired by the said parish at a cost, on an average of four years, of about 8,424 *l.* per annum.

"That before railroads were constructed, the roads comprised in the ninth district, situate in the said parish of Islington, were daily used by upwards of 200 public mail and other stage-coaches, besides innumerable common stage-waggons, post-chaises, and other vehicles, such road being the outlet to all the northern, north-eastern, and north-western parts of England, as well as to Ireland, Scotland, and Wales.

"That since the opening of railroads all that traffic has been diverted, and the said metropolis roads have, in fact, become merely parish roads.

"That the present rental of the toll of the ninth district is 18,000 *l.* per annum, of which your petitioners estimate that eight-tenths are paid by the inhabitants of Islington and its environs."

That your petitioners beg to call the attention of your Honourable House to the following extracts from the Reports of the Commissioners themselves, which are annually laid before your Honourable House, as required by the 7 Geo. IV. cap. 142.

In the First Report of the said Commissioners, dated the 9th of April 1827, it is stated as follows:—

"It will be obvious, that with so heavy a weight of debt it has not been possible for the Commissioners to operate any considerable reduction of the tolls: they have, however, not been unmindful that one of the chief objects of the consolidation of the Turnpike Trusts was a reduction of tolls; and they will pursue that object diligently, whenever the state of their

their revenues will allow. They have been naturally reluctant to take any steps beyond those which the current service rendered indispensable, until the experience of at least one whole year should have shown them what they might safely do.

"They, however, without interfering with this principle, have found themselves enabled to remove two turnpike gates in the Marylebone-road, and to remit the tolls heretofore levied, as well as the Sunday foot-toll on Lea Bridge."

In the Second Report, viz., for 1828, they state—

"Of four toll-gates, which existed in the space of a mile and a half from the end of Oxford-street, the Commissioners have been able to remove two, affording thereby a convenience to the public, without any diminution of revenue to the trust. The Commissioners have also abolished the use of all weighing engines on these roads, which was a partial grievance to a particular class of traffic. And the Commissioners are satisfied, that it will be thought that a relief to the amount of 1,500 *l.* could not have been more properly given than an abolition of a toll which was local and partial."

In the same Report they state—

"The balance of debt handed over to the Commissioners was 104,699 *l.* 17 *s.* 10 *d.*, exclusive of the fixed annual payments of 2,847 *l.* 9 *s.*"

"Total number of toll-gates and bars 144, existing in 1828."

In their Third Report, viz., for 1829, they state that—

"They have abolished the whole of the night tolls, and were about to submit to Parliament a Bill for making the amount of toll more commensurate with the actual use made of the road than was the case at that time, and that they had removed one gate situate in Albany-street, which removal was understood to have given great satisfaction to the inhabitants, notwithstanding that, by the abolition of the turnpike, a rate had been thrown upon them to defray the expenses of maintaining the street." And that "a much more extensive improvement, and which was one of the principal objects the Commissioners had in view at the commencement of their labours, was then about to be submitted to Parliament; namely, the removal of turnpikes from certain streets of the Metropolis, extending over a space of between eight and nine miles, and the placing of those streets, like others, under the care of the respective parishes through which they pass."

For the details, they refer to Appendix No. 1, as follows:—

A Statement of Roads to be given up.

| PARISHES. | Length of Road in each Parish. | | | Rental of each Parish for the Year 1828. | | | Amount Required for the Repair of the said Roads. | | | Amount of Increased Rate in each Parish. |
|---|---|---|---|---|---|---|---|---|---|---|
| | *Ms.* | *Fs.* | *Yds.* | £. | *s.* | *d.* | £. | *s.* | *d.* | *d.* |
| St. Marylebone | 1 | 7 | 187 | 717,144 | – | – | 1,902 | – | – | – $\frac{5}{8}$ |
| St. Pancras | 2 | 0 | 16 | 406,023 | – | – | 2,085 | – | – | 1 $\frac{1}{4}$ |
| Clerkenwell | 2 | 0 | 56 | 190,250 | – | – | 2,124 | – | – | 2 $\frac{3}{4}$ |
| Islington | 0 | 0 | 60 | 127,872 | – | – | 35 | – | – | – $\frac{1}{15}$ |
| St. Luke's | 0 | 5 | 219 | 139,208 | – | – | 392 | – | – | – $\frac{3}{4}$ |
| Shoreditch | 0 | 7 | 180 | 205,176 | – | – | 434 | – | – | – $\frac{1}{2}$ |
| Paddington | 0 | 4 | 48 | 62,565 | – | – | 506 | – | – | 2 |
| | 8 | 2 | 106 | – | – | – | 7,478 | – | – | — |

In the Fourth Report for the year 1830, the Commissioners state—

"That by the 10th Geo. 4, c. 50, the roads within the jurisdiction of the Commissioners have been divided into sixteen districts, each of which on the principal roads comprises about the same length and one toll, which is the same in each district, carries the passengers from one end of it to the other: thus one toll paid at Kensington frees the passenger to the west end of Brentford, and one toll of the same amount paid at the Stone's-end bar, Shoreditch, frees to Edmonton.

"The principle with which the Commissioners set out in their endeavours to simplify and make a just arrangement of the toll was, that for every horse drawing a wheeled-carriage 3 *d.* for every seven miles of road made use of should be levied."

Your petitioners cannot refrain from here contrasting the facts with the expressed intentions of the Commissioners. Islington has 36 miles of parish roads (six miles of Metropolis roads being under the management of the Commissioners) the rental of the parish, which in the year 1828 was only 127,872 *l.*, at the present time exceeds 454,674 *l.*, and in consequence of the railroads having put an end to the travelling by stage-coaches, post-chaises, &c. &c. &c., the traffic of the said six miles of road is now little more than that of the parishioners; the gates, however, upon the ninth district, in which Islington is situate, have been increased from 32 to 40, or two and a half to every mile, and a tax

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is thereby imposed, equal to 3 *d.* upon every ton of coals, and many other goods passing through those gates.

"Total number of gates and bars 114, being a reduction of 30."

The Fifth Report for 1831 states:

"The Commissioners are happy in being able to declare the removal of another principal turnpike-gate in Kentish Town.

"Total number of gates and bars 114."

The Sixth Report for 1832 shows that the principal debt of 123,350 *l.* 13 *s.* 3 *d.* had been reduced in October of that year to 100,000 *l.*; and that the total number of gates and bars was then 114.

The Seventh Report contains nothing to comment on beyond the fact, that although the previous six Reports are dated respectively 1827, 1828, 1829, 1830, 1831, 1832, that Report is dated 1834.

Your petitioners will now proceed to consider the Reports subsequently made on every seventh year from the year 1833. In 1840 the Commissioners, in their Fourteenth Report, allude thus to the effect of the railroads which had come into operation between 1833 and 1840:—

"The Commissioners beg to state, that subsequently to the date of their last Report, their attention was particularly directed to the effects produced upon their funds by the working of various railways running adjacent to the turnpike-roads under their management."

The gates and bars this year were 136 in number, being an increase of 22.

In the Twenty-first Report they again complain of the falling off of income, and state also that they got no bidding for six out of 15 districts, viz., the first, second, third, fourth, seventh and eighth; but here your petitioners would remark, that although the receipts were necessarily reduced from the fact of the numerous mail-coaches, post-chaises, &c. &c. being driven off the roads by the railroads, still the turnpike-roads were not exposed to the wear and tear of those vehicles.

The Report then continues, "The Commissioners directed their attention to the positions of all the turnpike gates and bars, with the view of consulting about making such alterations and arrangements respecting them as might appear expedient.

"The Commissioners having deliberated upon the subject after procuring all the requisite information, and being desirous to avoid the erection of protecting side bars in the immediate neighbourhood of the Metropolis came to the resolution to abolish certain gates and bars in the 6th, 11th, 13th, and 15th districts, amounting in the whole to 12 gates and bars."

Now your Petitioners beg here to remark, that the number of gates and bars have not been reduced in the ninth district, which more especially affects your Petitioners, but, on the contrary, the number of those gates and bars have increased from 32 to 40, or 25 per cent.

The Twenty-eighth Report for 1854 states, that "The Commissioners have kept up and maintained their roads in their usual good condition. They have also paid their tradesmen's bills, and all their other liabilities to the 1st of February last, and the present estimated amount of their floating debt is about 10,000 *l.*"

Your Petitioners are informed and believe, that the whole of the said debt is now fully paid, and this information is confirmed by the account of the receipt and expenditure framed by the Commissioners, and annexed to the said last-mentioned Report, from which it appears that, on the 25th day of March 1853, there was a balance in their hands of 10,626 *l.* 9 *s.* 11 *d.*, which balance appears by the said account to have increased to the sum of 13,409 *l.* 14 *s.*

Your Petitioners consequently submit to the consideration of your Honourable House, that sufficient is shown in the above extracts from the Reports of the Commissioners to prove that the time has at length arrived when the entire abolition, or a large reduction of tolls and toll-gates, may safely be made on the Metropolis roads, and that justice requires that such abolition or reduction should be forthwith adopted.

Your petitioners also beg respectfully to state, that the chief portion of them are extensively engaged in trade, in which their horses, waggons and carts use those roads, and which are therefore subject to the tolls for goods delivered and used in the localities, and that such is the effect of the tolls and toll-gates in Islington, that coals and many other goods passing through any of its gates or bars pay full 3 *d.* per ton toll, although the waggon, van or cart conveying them, in many instances, do not use more than 150 yards of the Metropolis roads.

Your petitioners therefore humbly pray your Honourable House to grant a Committee of Inquiry into these matters, with the view of ascertaining whether the statements herein contained are correct, hoping in such case that your Honourable House will adopt such measures as in its wisdom may be deemed necessary, to remedy the serious loss and expenses imposed upon them by the high rate of tolls and multiplicity of gates in the metropolis roads.

Trusting that your Honourable House will deem it right to grant their prayer, your petitioners, as in duty bound, will for ever pray.

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1525. Have you anything more to state to the Committee?—I wish to state this: the Commissioners were appointed under 7 Geo. 4, c. 142. In their first report made to the House of Commons in compliance with that Act of Parliament, which report is dated the 9th of April 1827, they state this: "It will be obvious that with so heavy a weight of debt it has not been possible for the Commissioners to operate any considerable reduction of the tolls; they have however not been unmindful that one of the chief objects of the consolidation of the turnpike trusts was a reduction of tolls, and they will pursue that object diligently whenever the state of their revenues will allow. They have been naturally reluctant to take any steps beyond those which the current service rendered indispensable, until the experience of at least one whole year should have shown them what they might safely do." Then they go on to say: "They however, without interfering with this principle, have found themselves enabled to remove two turnpike-gates in the Marylebone road, and to remit the tolls heretofore levied, as well as the Sunday foot-toll on Lee Bridge." And in their Second Report they begin upon that principle; and I beg that the Committee will bear that in mind, for you will see that latterly they have acted in the very opposite manner to that which they themselves describe as one of the principal objects of their appointment. In the year 1828 they say: "Of four toll-gates which existed in the space of a mile and a half from the end of Oxford-street, the Commissioners have been able to remove two, affording thereby a convenience to the public without any diminution of revenue to the trust. The Commissioners have also abolished the use of all weighing engines on these roads, which was a partial grievance to a particular class of traffic. And the Commissioners are satisfied that it will be thought that a relief to the amount of 1,500 *l.* could not have been more properly given than an abolition of a toll which was local and partial." Now, that is not my language; that is the language of the Commissioners themselves. In the same report they state: "The balance of debt handed over to the Commissioners was 104,699 *l.* 17 *s.* 10 *d.*, exclusive of the fixed annual payments of 2,847 *l.* 9 *s.*"

1526. What are those for?—Those were for bonds that were existing at the time they came in, for the maintenance of roads under the original trustees. You will find that about the year 1830 they redeemed them, by borrowing money, redeemable, and making the gross amount of debt 125,000 *l.* In the Third Report they state, "They have abolished the whole of the night tolls, and were about to submit to Parliament a Bill for making the amount of toll more commensurate with the actual use made of the road than was the case at that time; and that they had removed one gate, situate in Albany-street, which removal was understood to have given great satisfaction to the inhabitants, notwithstanding that, by the abolition of the turnpike, a rate had been thrown upon them to defray the expenses." That justifies me again, I think, in saying that Islington, with a little consideration of the subject, would readily fall into that. We should agree with the inhabitants of Albany-street. Then it goes on, "And that a much more extensive improvement, and which was one of the principal objects the Commissioners had in view at the commencement of their labours, was then about to be submitted to Parliament, namely, the removal of turnpikes from certain streets of the metropolis, extending over a space of between eight and nine miles, and the placing of those streets, like others, under the care of the respective parishes through which they passed." And then comes the scale to which I called the attention of the Committee yesterday. They state, that for the alteration of Marylebone, St. Pancras, and Clerkenwell, it would cost so much; but I pass on to Islington. It is in that Report that they quote the rental of Islington at 127,872 *l.*, which now exceeds 454,000 *l.* They say, "The principle with which the Commissioners set out, in their endeavours to simplify and make a just arrangement of the toll, was, that for every horse drawing a wheeled carriage 3 *d.* every seven miles of road made use of should be levied." That is a confirmation of my other assertion. I will not trouble the Committee further. I will only state, that the next phase that the Commissioners pass to is an alarm that suddenly strikes them, when they feel the effect, for the first time, of railways. Their alarm was, that there was such a sudden cessation in the receipts of the toll at the time, that they thought they should never be able to fulfil their engagements, and get rid of their liabilities. But as it appears to me all the way through, they lost sight of this main item, that, with the loss

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of the through traffic, they also lost the enormous wear and tear arising from the through traffic; and, besides that, the local traffic was so much increased that they actually got out of debt within the time that they thought. They have been out of debt these last three years. And, what is very remarkable, they have a balance in hand. They paid off that 125,000 *l.* at the rate of 5,000 *l.* per annum, and their balance has been, the last three years, ranging between 11,000 *l.* and 13,000 *l.*

1527. Has the construction of the East and West India Dock line caused any diminution in the toll payable to the trust?—I do not know that it has, except that there is this singular fact, that they have let all the tolls in their keeping except the City-road. The City-road toll they have taken into their own hands; and I assume that now, as they are masters of it, and have got the tolls in their own hands, they dare not go and job with them as the lessee did.

1528. You think that in consequence of their taking the toll into their own hands they are dealing justly with all parties?—I think so; but that is the only exception; the others are still let.

1529. The object of the tolls now is simply to maintain the road, not to pay interest upon any debt?—Exactly.

1530. Have you any idea what is the cost of management?— It is all in the Reports of the Commissioners. In their last Report of all, issued since our petition was presented to Parliament, they state that they have entered into arrangements with the Brewers Company by which the charge of Hawst's estate will be transferred to the Commissioners to enable them to grant building leases of the land; but to enable them to do that, they must have the sanction of Parliament, and that they have instructed their solicitor to make the necessary application to obtain that; I wrote a letter to the solicitor thinking that as the Metropolitan Commissioners were going to apply for a Bill, a committee might be appointed, and that would afford me a legitimate opportunity of waiting upon that committee to say before them what I have tendered this day; but instead of getting the information, I had a letter in reply, which with the permission of the Committee I will put in, together with the letter which I wrote in reply; and with these my remarks end, and I hope they will afford a justification of my troubling this Committee.

[*The Letters were delivered in, and read as follows:*]

Dear Sir, Metropolis-roads, City-road Wharf, 21 June 1855.

In the Commissioners' 29th Report, printed by order of the House of Commons, the 25th ultimo, it is stated, "they have entered into arrangements with the Brewers Company, by which the charge of Hawst's estate would be transferred to the Commissioners, to enable them to grant building leases of the land;" and in order to give effect to this arrangement, the Commissioners have instructed their solicitor to apply for the required authority of Parliament.

If it is not asking too much, I shall be much obliged if you will inform me whether that matter is now before Parliament, and if not, how soon it will be.

I am, &c.

J. W. Lyon, Esq. (signed) *E. Green.*

Dear Sir, Metropolis-roads, Spring-gardens, 22 June 1855.

That I may judge how far in the discharge of my professional duty I should give the information required by your letter of yesterday, will you allow me to ask whether you make your inquiry as a measure of curiosity alone, and if not, in what capacity you make it?

Faithfully yours,

Edward Green, Esq., City-road Wharf. (signed) *James W. Lyon.*

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Dear

Mr. *E. Green.*

Dear Sir, City-road Wharf, City-road, 23 June 1855.

28 June 1855.

In reply to your favour of yesterday's date, I beg very respectfully to state, that it was no idle curiosity that prompted me to ask the favour contained in my former note.

But having (as you are aware) interested myself (and I hope justly so) in the question of tolls and toll-gates under the control of the Metropolis Roads Commissioners, and without arriving at the result looked for, I thought, and still think, that as the Commissioners are as it were umpires between the public and the public roads, they would be glad to hear direct from the persons the grievance they thought themselves suffering under, and having failed in the two preceding years in our written application, I with others requested an interview so long back as the 6th of March; but none had been granted, neither (in my opinion) does the reduction recently made remove the ground of complaint.

You are aware, doubtless, that Mr. Duncombe had given notice to move for a Select Committee to inquire into the Metropolis Roads Tolls and Toll-gates, but that owing to the advanced Session, it is now postponed till next; and therefore thinking that time and expense might be saved, I asked the favour contained in my last, with the object of ascertaining whether or not the Committee that would have Hawist's Estate Bill (or whatever name the intended Bill bears) before it, would receive from my own lips the statement I offered to make personally to the Commissioners.

After this frank explanation, I again respectfully solicit you (if you do not consider it a breach of professional faith) to oblige me with the information; at the same time I beg also distinctly to add, that nothing is further from my desire than that you should give it if it is a breach of professional faith.

It must also be remembered that I was one amongst the 1,050 that signed the petition to the House of Commons, praying relief from the unjust number of toll-gates and high rates of toll.

Believe me, &c.
(signed) *E. Green.*

— Lyon, Esq.

Mr. *Edward Wiggins*, called in; and Examined.

Mr. *E. Wiggins.*

1531. *Chairman.*] I believe you are the contractor for the delivery of coal from the Great Northern Railway?—Yes.

1532. Are you the owner of the waggons as well as of horses, or do you supply the horses only?—The horses only.

1533. Will you state to the Committee how far you find these turnpike-gates causes of obstruction and of inconvenient cost to you, as the contractor for the delivery of these coals?—They are very inconvenient in one way; that is, we have to go round sometimes half a mile, or in some cases three-quarters of a mile, or else we must submit to a toll of 4 ½ *d.* per ton; that is more particularly in the district of St. Pancras, because through that gate is the road to Camden Town and St. John's Wood, and Regent's Park from the North part. And then again, Ball's Pond, we have to go round there about half a mile. Then we can get away for Kingsland without any toll, or we must submit to pay 4 ½ *d.* per ton by going through the gate.

1534. As the contractor for the delivery of these coals, have you to pay the tolls?—Yes.

1535. It becomes a question with you of horseflesh *versus* toll?—Decidedly, and a very material one; for we deliver something like 700 tons a day from the Great Northern Railway; I should say, at least one-third of those coals go in that district. But it is not only in that district that we have to evade the tolls, but in others also, where we do a great trade.

1536. Do you think that if you were compelled to pay the tolls, you would be as able to compete with the coal which comes by the Pool?—I think not.

1537. You think that the 4 ½ *d.* per ton would be a turning point?—Yes.

1538. Therefore, to that extent, the coal dealers in the district you speak of are injured, as contrasted with coal dealers that deliver in a district not subject to these tolls?—Yes; for instance, at present the Great Northern Company has opened a depôt in Holloway, and there their customers can have coals 3 *d.* a ton cheaper than they can at King's Cross, because there there is a toll close to the depôt.

1539. Supposing you had to pay the toll, what proportion would it bear to the cost of delivery?—I have not gone into that calculation; but upon the whole of my coals, I take it out every six months, and I find it comes to about 1 *d.* per ton for tolls.

1540. In your contract with the company, you estimate that you have to pay

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pay upon every ton of coals that you deliver an amount equal to 1 *d.* per ton for tolls?—Yes.

1541. Supposing that you could not avoid those turnpike-gates, and that you were compelled to pay them all, what then would be the cost?—I should say it would be double.

1542. Therefore, the inhabitants of that district, through which your coal is delivered, would be subject to a charge of 2*d.* per ton for tolls?—Upon that district alone it would come to full 4½*d.* I am speaking of the whole district when I say 2*d.*

1543. Will you take the district of Islington, comprising 120,000 inhabitants; if you had to deliver coal throughout that district, from the Great Northern station, what increase of cost would it be upon the consumer if you had to pay toll upon all the coals?—About 3*d.* per ton.

1544. Do you deliver many coals to the westward?—Yes; a great many.

1545. Do you find that the population there are not subject to the same heavy tax for tolls, as in the neighbourhood of Islington, in the north and north-east?—We can go a greater distance there without toll.

1546. You state that your average delivery is 700 tons a day?—Yes.

1547. That is not all the year round?—It is about 600 the year round, taking the last year's average.

1548. At this season of the year you do not deliver that quantity?—No; we are doing now about 500 a day.

1549. Have you any other information that you wish to give to the Committee?—I can state the same with respect to other turnpike trusts round about the Metropolis. I now farm the toll of Messrs. Levy on that account, because my men used to go by the side roads. They would not go direct when they were told to do so, but they went by the side roads to rob me, and to rob Mr. Levy also; consequently I made a contract with him at so much per horse, and under this new arrangement I find, on calling upon him, he does not wish to make any alteration, so that it is no relief to me.

1550. It has been found by the collectors at the gates impossible to collect all the toll, the toll being evaded by the men going round?—Yes.

1551. Do you think that the reduction which has taken place will have the effect of bringing the traffic upon the direct roads?—Not at all.

1552. The tolls are still too high?—Yes; the people go round just the same, and rob the toll proprietors; that is the reason I contract with Messrs. Levy. I went yesterday to see what I could do as regards this contract. He said, "No, I shall not take less; I do not want your tickets. I find that they do not care about collecting the money; they rob me." So that I shall receive no relief whatever.

Mr. *John Wilson,* called in; and Examined.

Mr. *J. Wilson.*

1553. *Chairman.*] YOU are a large omnibus proprietor?—I am.

1554. Will you state in what way you feel yourself aggrieved by these toll-gates?—We have omnibuses running from Highgate-hill to Westminster and to the Bank, and to the London Bridge Station, five miles; and we are not like all those coal merchants, and other people. We take out a licence to go a particular route; we are obliged to go that route; we dare not go out of the line to evade any toll-gate; we are compelled to take the route that we take out our licence for. We have 50 omnibuses; we have about the same quantity as the London Conveyance Company used to have; we and they used to start from London Bridge Station together every five minutes. They ran five miles from the London Bridge Station to Paddington without paying a halfpenny toll, and we are obliged to pay every time we go through the toll-gate. It used to cost us about 5,000*l.* a year. The last 10 years we paid 50,000*l.* to the Islington toll alone.

1555. Your competitors who take the Holborn route are not subject to that?—Those that go along Holborn or the Strand have no toll at all. They go the same distance, and get equally as good fares as we do, and take up, in fact, a great many more passengers than we do.

1556. Do you consider that if the toll were removed, you would be able to diminish your charge to the public?—I do not know that we could at present,

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on account of corn and hay being so very dear; but there is no doubt that when those things come to their former prices, we shall be able to take them at 3 *d.* where we charge 4 *d.*

1557. Has not the toll been in one respect rather in favour of your monopoly than otherwise?—No; except so far as this, that the toll has been so high, that several people who have tried it during the last 20 years, could not make it pay at all on account of the toll. But we have always endeavoured to put plenty of things on so as to keep the public well supplied with omnibuses, so that they could not complain.

1558. All that you have to complain of is the amount of the toll which you have to pay?—That is all.

1559. And you cannot state that it would afford any relief or benefit to the public if the toll were removed?—I cannot say that it would at present; but there is no doubt that it would in less than 12 months, if provisions get lower; it makes 100 *l.* a week difference to me between the prices of corn now and this time two years.

1560. You are aware that if the toll were removed, you would probably be subject to competition?—Yes; I have no doubt we should have to put more things on.

1561. And the public would have still more convenience given to them, either by you or by other parties, if the toll were removed?—They would have a great deal more convenience than they have, because there is no doubt there would be more things on the road. The parish of Islington is quite locked in at present, though we have a third reduction, which commences next Monday. We have been applying for the last three years to the Commissioners, and they have granted us now a reduction to 2 *d.* a horse, instead of 3 *d.* for all horses drawing.

1562. Does that apply to omnibuses?—Yes, to everything; coal-waggons, which have been paying 4 *d.*, will be reduced to 3 *d.*; but they have been in the habit of contracting with Levy.

1563. What gates has Levy taken?—He has most of the gates north of the Thames.

1564. How are the tolls let?—They are let by auction.

1565. How does it happen that Mr. Levy is always the fortunate man?—I do not know; he manages it some way. It has been let out of his hands, two or three times, but he has managed to get it again; he plays some sort of tricks to compel the men that take it to lose a great deal of money.

1566. Have you anything more to state to the Committee?—Nothing more, except respecting the new cattle market at Islington; that will reap an extraordinary benefit if the toll were away; it compels the whole of the cattle that come now to go down the bye-streets; the men drive them down all sorts of narrow streets and places, to evade the toll.

1567. Do the people complain of that?—They have only just commenced the market: they will complain very heavily. It will be a great inconvenience to the market if the tolls continue. I think they ought to be abolished, and collected annually in some other way.

1568. Do you agree with the last witness that a general rate upon the property of the Metropolis to maintain all the roads in the Metropolis would be a just measure?—I do. The collection costs a great deal of money by having men standing there all day and all night. It runs away with a third, I should say, of the money, which, if it was collected by an annual rate, would be saved.

1569. Do you know what all the gates let for?—The ninth district has let for 18,000 *l.* a year the last three or four years; but this year, on account of its being reduced one-third, Levy took it at 14,510 *l.* The whole of the gates north of the Thames are let for about 65,000 *l.*

1570. Have you any idea what the gates let for on the south side of the Thames?—I am not sure what they let for on the south side of the Thames.

1571. Would you consider a rate of 1 ½ *d.* or 2 *d.* in the pound a heavy charge for the public to sustain for maintaining all the roads?—No. I am quite sure that the parish of Islington would be very glad of it, I have very large premises myself and I should be very glad of it, and I have no doubt that every one in the parish would be. The parish would only have six miles and three

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quarters more road to maintain than they have. Indeed they would not have that actually more to maintain, because, by the evasion of the tolls, persons now often go over the parish road three quarters of a mile where they would go half a mile: so that it would cost the parish very little more than it does at present.

1572. Would it be worth the while of yourself and all the parties with whom you are associated to agree to repair the seven miles of road which the Metropolis Road Commissioners now repair in the parish of Islington in order to get rid of the tolls?—I should have no objection to repair the seven miles myself to save the amount that I pay.

Mr. *Henry Dodd*, called in; and Examined.

Mr. *H. Dodd.*

1573. *Chairman.*] WHAT is your business?—I am a contractor and brick-maker.

1574. Will you be kind enough to state to the Committee how these tolls affect you, and to give them any information which you can bearing upon the subject?—The toll on bricks is 6 *d.* per 1,000 for every load. We have to give the men the money to pay the toll; but there are so many outlets now, that they evade the toll. It is about ten to one that they put the money into their breeches' pocket, and go round something like three times the distance to avoid the turnpike road: that is one of the greatest evils we find. They take the wear and tear out of my horses and carts, and take up the time and cheat the public; and the tolls do not fetch so much as they would do provided they did not go round. For every shilling or every pound of wear that they save on the Metropolis roads, by going round in this way, they cost 3 *l.* in the parish roads, by going round three times the distance on those roads: therefore it is a great inconvenience. Though there are many parties looking after those men, I cannot help it; the men will go round.

1575. You have heard the testimony given by Mr. Green and the other gentlemen; do you concur in all that they have said?—I do, except in one point; I think that Mr. Green did not explain quite clearly all that might be said respecting the 1 *d.* rate. Supposing an inhabitant of Islingtan was rated at 1 *d.* in the pound for the roads, and supposing my friend, Mr. Wilson, took 1 *d.* off the ride, an inhabitant whose rate was 2 *s.* 6 *d.* would be a great gainer by it. I should say there is one-fourth part of Islington parish that rides every day, except Sundays; another fourth I should say rides three days out of the week; another fourth may be not more than one, and one-fourth do not ride at all. Therefore it would come to something like this: on the average they ride three days a week, and they would save 3 *d.* a week for paying 2 *s.* 6 *d.* a year; so that they would get 1 *s.* a month, and 13 *s.* a year. Therefore it would be a great deal better to pay a 2 *s.* 6 *d.* rate than to let the tolls remain.

1576. Do you find that the having to pay this heavy toll interferes with the sale of your bricks?—It interferes in this way, that I am obliged to charge 6 *d.* for the toll of a thousand bricks. That does not apply to the whole of the bricks; I should say about half.

1577. In that respect it is an extra charge upon the construction of buildings in the district comprised within the toll-gates?—Yes; and there is a heavy wear and tear upon the local roads.

1578. Do you think that if all the traffic that traverses the various roads in Islington was made to pay toll, and there were no evasions, the toll could afford to be very much reduced?—It is my opinion that if the parish had it in their own hands, they would be a great deal of money in pocket. I am a contractor with Islington parish at the present time for the road material.

*James Smith*, called in; and Examined.

*James Smith.*

1579. *Chairman.*] YOU are Foreman to the last witness?—I am.

1580. Will you state how these tollgates work in your experience?—I am the manager for Mr. Dodd, and I have those men all to look after. Mr. Dodd has 129 horses at all times at work, and, generally, if I give the men the money, they know every road, and, if they can, they escape the toll. I find very often that they drive the horses, perhaps, half a mile round each journey. If they

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*James Smith.*

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are going four journeys a day, that is four half-miles round. Sometimes I go and pay the toll beforehand for them; but if I did it always, it would take my whole day up; I could do nothing else. There is one gate which they often miss, what is called the Ball's Pond gate. There has been a road opened within the last twelvemonth and, in coming from Newington-green into the Southgate-road, they come along that road, and miss the Ball's Pond gate; that road is not quite half a mile long. Mr. Dodd is the contractor for supplying Islington with road materials; and since that road has been opened he has sent ballast on to it three different times; it has been worn down so by the traffic coming off the Metropolis roads on to that road. I consider that if the Islington people had the Metropolis roads in their own hands they would not be a single halfpenny out of pocket, nor pay more taxes, I consider, than they are now paying, because now the bye-roads are worn instead of the Metropolis roads.

1581. The roads which ought not to bear the traffic do bear it, in consequence of the men trying to evade the toll?—Yes.

1582. You think it is a great temptation to the men to do that which is not right; that having to pay the toll they try to avoid it and put the money in their pockets?—Yes, often.

1583. Do they drink it?—Sometimes they do; bricks pay each time of passing; if they go five times a-day, that is half-a-crown. Some days they have come home drunk, and I have said, "How did you get the money?" If I have been going down that road I have asked them, "Were Mr. Dodd's carts through here on such a day?" And the answer has been, "No, not one of them was through here on such a day."

1584. Then, in fact, they drink it?—Yes.

*Edward Baker Green*, called in; and Examined.

*E. B. Green.*

1585. *Chairman.*] YOU are a Wheelwright?—Yes.

1586. You have heard what the previous witnesses have stated; do you agree in their statements?—I have heard what they have stated, and I concur in everything that they have stated. I prepared at my father's request a plan; it struck me as exceedingly unjust that the Islington district should be placed as a barrier between the City and the out-lying districts, so as to make every article passing to and from it pay a great local tax.

1587. You consider it very unjust towards the district in which these gates are placed, as contrasted with those which are at the west-end of the Metropolis?—Yes, and not only at the west-end, but west of the immediate neighbourhood. It seems as if this spot had been selected with peculiar injustice, on account of the great traffic passing upon those roads rendering the collection of the toll both easy and profitable.

1588. Have you anything more to add?—I am in the habit of supplying a great number of waggons and carts to persons engaged in business; and I hear on all hands great complaints of the injustice of the toll, more particularly in this district. I could name an instance in which, to avoid passing over 200 yards of the City-road district, a customer of mine uses 600 yards of other roads. It would be a very much greater loss to my customer to pay the toll than what I should charge him for the repair of his vehicle.

1589. You consider it a great tax upon all parties who have anything to do with commercial transactions in that neighbourhood?—Precisely.

1590. And a heavy impost upon all articles consumed or used within that district by the parties residing there?—Yes.

1591. As contrasted with other districts in the Metropolis, it is injuriously affected by these tolls?—It is. I am an inhabitant of Islington, and I can bear testimony to the great annoyance caused by the cattle going down the back streets to avoid the tolls in going to the new market. There are a number of quiet streets in Islington selected by people in the city as residences, and I have no doubt that it will have an exceedingly injurious effect upon that property if the tolls remain, and the bye-streets become the principal thoroughfares for the cattle driven from the eastern district to the market. I am sure also that the feeling of the inhabitants generally would be very much in favour of so slight a tax as a penny in the pound for the maintenance of the roads, because they would receive the benefit of it in so many, both direct and indirect, ways.

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1592. Do you concur with the previous witnesses, that a general rate spread over the Metropolis would be advantageous, if that rate were used for the purpose of maintaining all the roads, and abolishing all the trusts?—I think it would be exceedingly advantageous; and it would be desirable that it should not be confined to London, as it is at present, but be made so as to comprehend London as it may be some few years hence.

1593. Taking the Metropolitan District, as laid down in Sir Benjamin Hall's Bill (which is the Registrar-general's District), you would consider that all that district should be free of tolls, and that all that is required for the maintenance of the roads should be levied by a rate?—Yes.

1594. Would you include in that the opening of the bridges?—I would. It would afford great facilities for intercommunication between the districts north and south of the Thames.

1595. Do you consider that it would be a right mode of raising money for the purpose of purchasing the bridges to do it by means of a rate spread over the whole of the Metropolis?—I think it would; because the whole of the Metropolis would benefit by it; only a few people use those bridges where even a small toll is levied, compared with the numbers that go round by Blackfriars Bridge on the one hand, or London Bridge on the other.

*G. L. Taylor*, Esq., called in; and further Examined.

*G. L. Taylor*, Esq.

1596. *Chairman.*] YOU wish to make some addition to your evidence?—I am desirous of giving some further evidence on the subject of the proposed bridge over the Thames from Tower-hill to Shad Thames. In making surveys for this bridge, and of the approaches, I have been so impressed with the great value of the measure, that I have made drawings at large, and gone fully into the consideration of the construction and calculation of the cost.

1597. You are alluding to a suspension bridge?—Yes; and I find that it can be accomplished for 200,000 *l.* I think the Government ought to construct this bridge; it would be an immense accommodation to the north-eastern and south-eastern districts, by giving a direct communication between them. If the Government cannot afford to bear the expense, a toll would be readily paid by those who use it, and it would greatly relieve London Bridge; the approaches also would be very simple, and it would interfere with very little property, and with none injuriously. I propose to provide in the north tower for a clock with a dial 25 feet in diameter, similar to the one intended for the Houses of Parliament, and a ball to indicate the correct time by falling at twelve or one o'clock; both would be visible up and down the river to a great distance, the situation being peculiarly suitable for the purpose.

*Vide* Plan No. XIV. at the end.

1598. I understood, when you were examined before, that you were of opinion that the bridges over the Thames ought to be set free for the use of the public, and that all tolls ought to be abolished upon them?—Yes.

1599. Can you state any particular reason why this proposed bridge of yours should be made an exception to that principle?—I think it is of such great value, that the parties on each side would readily pay the toll.

1600. Do not you think that the whole Metropolis would be benefited by the construction of such a bridge as you describe, and that therefore it ought to be provided at the public expense?—It ought to be so; but if that cannot be done, I am sure that the parties using it would readily pay a toll.

1601. Can you give any good reason why a party resident a hundred miles from this bridge, and who would, probably, hardly ever see the bridge, should pay anything towards it?—There is hardly a person who would not benefit by it.

1602. Do you think that the counties of Kent and Middlesex would be the proper parties to pay for a bridge that would unite the two sides of the river?—I think so.

*Veneris*, 29° *die Junii*, 1855.

MEMBERS PRESENT.

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| Mr. Jackson. | Lord Alfred Hervey. |
| Mr. Biggs. | Mr. Oliveira. |
| Viscount Ebrington. | Mr. Pilkington. |

WILLIAM JACKSON, Esq., in the Chair.

Mr. *Edward Dawe*, called in; and Examined.



1603. *Chairman.*] YOU are a Livery-stable keeper and a large Hackneyman?—Yes.

1604. And you are in the habit of supplying gentlemen who live in Westminster, particularly that portion of it which lies parallel with St. James's Park?—Yes.

1605. Have parties who have employed you ever made complaint to you of the difficulty of getting access to the West-end of London?—They have so.

1606. Have they felt desirous of having a communication to the West-end across St. James's Park?—Frequently.

1607. Is it your opinion that a road leading from Birdcage-walk to the end of Pall Mall, supposing a road was made from Pall Mall to the Green Park, would be a great public convenience?—No doubt about it.

1608. It would very much facilitate the communication between Westminster and that part of London and the neighbourhood of Piccadilly?—Decidedly so.

1609. At present you have to go from the district which you are either by Grosvenor-place to the west, or by Parliament-street to the east, in order to arrive at Piccadilly?—Piccadilly and Pall Mall; a distance of a mile, I should say, or nearly so, out of the way.

1610. Do you think that it would have the effect of removing to a considerable extent also the pressure which now exists upon the two routes of Grosvenor-place and Parliament-street, if there was a communication for carriages and cabs across the Park?—Yes, I have no doubt it would.

1611. Viscount *Ebrington.*] Having gone up Grosvenor-place you are obliged to continue your way into the Grosvenor-square district into Park-lane, are you not?—Yes.

1612. Is that a convenient thoroughfare?—No, Gloucester-house is a great objection at present.

1613. It is both narrow and steep, is it not?—It is narrow and steep just at that particular point.

1614. Do you not think that opening a wide and level communication by prolonging Hamilton-place would be a great public convenience?—I do; there is no question about that.

1615. It would save distance, steepness, and overcrowding?—Yes. Hamilton-place is a particularly broad space, and there would be a very fine opening for the traffic.

1616. *Chairman.*] Going back to St. James's Park, do you think that if a road at the top end of it, running close to the water's edge, were made, it could be planted out with nice shrubs so as to avoid being seen from Buckingham Palace?

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Palace?—I think so; the embankment is now high, and I think it might be made still higher.

1617. You do not think that the carriages going through there, with that embankment and that planting, would be seen from the Palace?—No, not if it were properly laid out with plantations.

Mr. *J. Wittit Lyon*, called in; and Examined.

Mr. *J. W. Lyon.*

1618. *Chairman.*] I BELIEVE you are Secretary to the Metropolitan Board Trust?—No; the secretary has quite lately retired; he had been secretary for 27 or 28 years; he became infirm and has altogether retired; but from the first I have had to do with the trust.

1619. What position do you fill?—I am solicitor to the Board.

1620. There was a report from a Select Committee of this House upon which an Act of Parliament was based in a subsequent Session; that report recommended the consolidation of the trusts?—It did.

1621. Can you give us the date of the Act of Parliament?—The date of the Act of Parliament is 7th George the 4th, chapter 142; it passed on the 31st of May 1826.

1622. At that time the whole of the trusts were deeply in debt?—They were; there were 17 trusts, and the debt turned over to the Metropolitan Commissioners was 114,000 *l.*

1623. Does the trust to which you are soliicitor comprise all the Metropolitan roads within the Metropolis, or is it simply confined to the northern side of the Thames?—The northern side of the Thames. Independently of that debt of 114,000 *l.* there were certain annuities charged upon the roads which have been redeemed at 36,000 *l.* more, therefore, in truth, it makes the whole debt 150,000 *l.*

1624. Is the Committee to understand, that in speaking of the turnpike trusts with which you are connected, they are those trusts which are upon the northern side of the Thames?—Entirely.

1625. The debt having been as you state, in what state is it now?—There is none; they have paid it all off.

1626. Viscount *Ebrington.*] Has the number of toll bars been increased or diminished?—The number of toll bars has been importantly diminished; that is to say, toll gates; the toll gates are the main gates across, but in consequence of the town opening, as it has done, the number of side bars, which are mere checks to the toll gates, has increased.

1627. *Chairman.*] Can you tell the Committee where the first toll-bar was situated to the westward, when the trust was transferred over to the present Board?—At Hyde Park-corner.

1628. Will you state the reason why the turnpike-gate was removed so far westward as where it now is?—I am afraid I cannot give the reason; the Commissioners determined that at the time, and to take it as far as they possibly could, looking at the trust.

1629. Viscount *Ebrington.*] As far as they could afford to do?—Yes.

1630. *Chairman.*] Can you state why the Islington bar has been kept where it is, seeing that the bars to the westward have been removed so far from where they were?—I have no hesitation in stating that it has been repeatedly considered whether that gate could be changed; the toll lessees, and all the district surveyors, and everybody said, "Remove that gate; and you totally do away with all toll upon that district."

1631. It is the key to the north?—It is the key to the north, and it is not only that but it is the termination of a fork of roads, and there are so many roads there at this moment that almost anybody can pass across that which used to be called the Highgate and Hampstead trust, without paying toll.

1632. What is the total amount of the receipts?—The receipts from tolls are now altogether 56,940 *l.*

1633. Can you tell the Committee the lettings of the different gates?—The tolls were let when the Commission was first instituted at 77,000 *l.*; they have just been let, in 1855, for 56,940 *l.*, one district being unlet.

1634. Can

1634. Can you give the Committee the separate similar lettings of the several districts; they are not let altogether, are they?—No. I do not know that I have it here, but I could probably give it.

1635. Will you be kind enough to state what the Islington district is now let for?—£. 14,510.

1636. And the other district?—The first district is the Kensington district. I believe the first and second are let together; the next would be the Uxbridge-road; the third, fourth and fifth districts are all let in one.

1637. Will you give the Committee the several amounts of the several lettings so as to make the gross sum which they let for in 1855?—Kensington is let for 15,020*l.*; Uxbridge, 9,200*l.*; Harrow, 1,110*l.*; Kilburn, 3,150*l.*; Highgate and Hampstead, which is Islington as you call it, 14,510*l.*; the City-road was put up at 3,200*l.*; there was no bidding; it is in the hands of the Commissioners.

1638. What was the reserve?—£. 3,200 *l.*; the Commissioners have no reserve bidding, they always put up at a certain sum, and if it is not taken at that they keep it.

1639. That is considered as the reserve?—It is tantamount to it. Stamford-hill, 8,010*l.*; Hackney and Lea Bridge, 5,110*l.*

1640. How are the tolls now as constrasted with the period when they were handed over, under the Act of Parliament to which you have referred?—They were 77,000*l.*, and are now 59,940*l.*

1641. How are the tolls; are they per horse or per wheel?—Per horse.

1642. What were they at that period?—They varied; some were upon wheels, and some upon horses, and some were upon one and the other.

1643. What has been the reduction to the public since the change in the management of those roads?—Taking the aggregate reduction, 17,000 *l.* a year.

1644. Take an omnibus; what difference is there now in the charge?—On which road? The great objection was this, there was a great multiplicity of toll. If I was going upon the City-road I had to pay one toll; if I got on to Islington I had to pay a much larger toll; so, again, if I was going to the west end, I had a totally different toll to pay. In the one case it was upon the horse, and in the other upon the wheels of the carriage, and the sort of carriage; and thus a traveller never knew what he was to pay. The great object of the Commissioners was to assimilate all the tolls in all the districts; the Commissioners' principle of the measure was this: 3 *d.* for a horse drawing, for the first seven miles, and 1½ *d.* for a horse not drawing; and that they have done upon all except the Islington district. Upon the Islington district it is not possible to carry that out; it is a peculiar district; instead of being a longitudinal district, it is a lateral district, so that you cannot go seven miles there. You, in point of fact, go upon half a dozen roads; you go, for instance, to Highgate, which is six miles; you come back by Hampstead, and pay no toll; but if you go to Uxbridge, and come back by Kensington, you pay two tolls; it is two different trusts; that is the peculiarity of the Islington district.

1645. Viscount *Ebrington.*] What was the general effect of your uniform tariff of tolls; was it to raise, or to decrease the generality of the tolls?—To decrease them importantly.

1646. To what sort of average amount should you say approximatively?—I should say about one-third; the general surveyor tells me about one-third.

1647. Do you mean that it is one-third of what it was, or two-thirds of what it was?—It is now two-thirds of what it was.

1648. *Chairman.*] Is it not the fact that at the last letting for the year 1855 you intimated to the parties who bid for the gates that there would be a reduction equal to one-third; were not they then ordered to be reduced to the extent of one-third?—Certainly not.

1649. We had it in evidence yesterday, from parties paying these tolls, that on Monday next a new charge will be made to the public for the use of the roads, equal to a diminution of one-third; is that correct or not?—No; upon one district it is so.

1650. Which district is that?—The Islington.

1651. Then the Commissioners have sanctioned the reduction there?—They have.

1652. Can you give to the Committee the several modes by which the money received for the letting of the turnpikes is distributed?—It is paid into the Bank of England, to a general account; there is a financial committee, which meets

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meets once a month, and reports; the Board meets, and if the Board approves those sums, cheques are signed by the Chairman.

1653. Does the expenditure take place before the approval, or is an estimate made before the expenditure takes place?—An estimate is made.

1654. Do the Board approve that estimate?—The Board approve that estimate first of all.

1655. Is the repairing of all the roads let by contract?—Certainly not by contract; the materials are contracted for. Every service done by the Commission is contracted for except the labour.

1656. Will you be kind enough to tell the Committee how the trust is managed, and regulated, and worked out; how many Commissioners are there?—Forty-one or 42.

1657. Are they paid or unpaid?—Unpaid; this is a return about to be made to the House of Commons; it will be made to-day.

1658. Will you state who are the paid officers, and what are the amounts of their salaries; is a return made of paid officers?—No, that has not been called for. There is, first of all, the secretary; his salary is 400 *l.* a year; it was Mr. John Leach Panter; but there has been a new appointment just now; it is Mr. Labalmondiere.

1659. Will you give the Committee, as far as you can, the periods of time that the different officers have been in the service of the trust?—The secretary served 28 years; he has retired.

1660. Has he retired upon any compensation?—None; the accountant has also served 28 years, from the commencement of the Commission; his salary, I believe, is 350 *l.*

1661. What is his name?—Mr. V. C. Wright; the general surveyor is Mr. Henry Browse; he has been there since the commencement of the Commission, 28 years; his salary is 700 *l.* a year; that, I believe, includes all his travelling expenses. There are eight district surveyors; there were 17 districts; they have been made into eight, as far as the salaries go; and the district surveyors are at 170 *l.* a year each; their services have been of different terms, one 28 years, another 27, another 18, 14, 13, five, two, one. There are a messenger, and a housekeeper, and their joint salaries are 90 *l.* a year. The rent of the office, I believe, is 270 *l.* a year.

1662. Viscount *Ebrington.*] Making a total of staff expense of what amount?—£. 2,900 a year; whereas, when the Commissioners took to it it was 4,800 *l.* a year.

1663. *Chairman.*] Does that 2,900 *l.* include all the salaries of the district surveyors?—Every body, of every kind.

1664. And the rent?—No; if you took the rent, it would be 3,170 *l.* a year.

1665. Have you not overlooked one person, namely, yourself?—No.

1666. May I ask how you are paid; is it by professional charges?—Yes; they were 4,000 *l.* a year before the establishment of this Commission; I am sorry to say they are reduced to 400 *l.* Before the consolidation there were 17 clerks. I have no salary; if I do professional duty I am paid for it, if not I am not.

1667. Can you state to the Committee how the balance of the money received is expended; you let the tolls for a given sum?—Yes.

1668. You have accounted for 2,900 *l.* a year, and the rent in addition, and we will add 400 *l.* to that, as a competent amount, for your services: what is done with the balance?—It is expended in the repair of the roads entirely.

1669. Viscount *Ebrington.*] As I understand it, the general result is, that there has been a great diminution of staff expense; that you levy one-third less toll upon the public, on an average, for the same accommodation; that you have abolished many tolls, and have paid off the whole of the debt bequeathed you by your predecessors in the management of the roads?—That is quite true; I may be permitted to state that it seems to me that the result of this Commission has been this: they have paid off the whole debt, and have assimilated the tolls; they have formed three new roads; they have effected most important improvements, and it has been that which the Committee of the House of Commons anticipated would be the result; namely, the result of one management of the whole, and not having different rivals to go into the market for material, and doing it in that way.

1670. *Chairman.*] There is no doubt whatever that, as a whole, it has been beneficial

beneficial to the public; have you ever had any communication with the parishes, with a view of dispensing altogether with the gates?—Yes; Lord Lonsdale has, from the beginning, been most anxious to do away with the very gate to which you allude, the Islington Gate; and being most anxious to do away with it, he has tried whether the parish would take it. I suspect that if you put it to the parish the parish will not take it. There are certain individuals most anxious that it should go; there is a very respectable man, Mr. Wilson, the omnibus proprietor; he would most importantly benefit by getting rid of this gate, but the persons in the parish who pay no tolls would not be benefited at all.

1671. The parish might feel that they were taxing themselves to benefit parties who were not resident, or were not rate-payers in the parish, but do you think that the same objection would arise if all the turnpike gates were dispensed with, and there was a general rate spread over the Metropolis to pay for the maintenance of all the roads within the Metropolis?—That has been tried, as you are aware, in the New-road; we did get rid of all the gates in the New-road, under the Act of 10 George 4, and the result has been, that the road is in that state that it is scarcely passable.

1672. Looking to the new body appointed for the management of the Metropolis, under Sir Benjamin Hall's Bill, and the mode by which they intend to work that Bill, several districts having charge of the whole sewers, do you think that if a small rate was levied over the whole Metropolis, the roads would not be kept in good order and condition?—I can only judge by experience; I should doubt it; but the whole of these Metropolis roads are not within Sir Benjamin Hall's Bill. I am quite aware that the roads at this moment are not a part of the Bill; but I mean the extent, supposing that the roads were in it.

1673. Supposing that the boundary was increased to outside the district which Sir Benjamin Hall has fixed for the district of the Metropolis, and that the roads within the district of the Metropolis were kept in order by the rate-payers at their common cost and charge, do you think that would be more objectionable than certain turnpikes being now placed within certain districts, which are a great inconvenience to some, and of little benefit to others?—The only question is, whether the man who does the most wear and tear upon the roads should not pay for the wear and tear which he does. I rather think (if one may tell some of the secrets) that one of the questions put to Mr. Wilson when he attended was, "If you get this toll off will you reduce the fare of your omnibuses?" That, of course, he could not do.

1674. Mr. Wilson admitted that if the tolls were removed, he would be more open to competition than he is now; to that extent he would be a gainer?—If that be so undoubtedly he would be.

1675. Are you aware that in Birmingham and Manchester, and Liverpool and York, and all the great cities in England, the roads are managed by the authorities of those districts and at the cost of the rate-payers, and that there are no toll bars on them?—Not within the cities undoubtedly.

1676. Or within the municipal district over which they move; that being the case there, do you see why the same mode should not be applied to the Metropolis which has been so successfully carried out there?—The question is to what extent.

1677. To the extent of the district which the municipal body regulate and rule?—Undoubtedly, wherever there is a street it ought to be paid for by the street, if I may so speak; that is the whole principle of the Metropolitan police.

1678. Viscount *Ebrington.*] With regard to the management of the roads there are two questions, first as to the abolition of tolls, which are one of the sources from which funds may be derived for the purpose, and the other, the question of the management of the funds that are raised for the repair of the roads. Do you believe that the sub-division, among a number of separate local authorities under Sir Benjamin Hall's Bill, of the management of the concerns of the Metropolis, will tend to economy and efficiency in the management of the roads?—I do not know that I am fit to give an opinion upon that subject; but my own humble judgment is this, I doubt extremely how 45 people are to work upon that Board.

1679. Forty-five are proposed to be the central body, called the Metropolitan Board of Works; but I was speaking of the different local bodies, supposing they

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they are entrusted each in their own district with the management of the roads?—It seems to me that if each in their own district are to be entrusted with the management of the roads, the very evil which this Commission has cured will come back again; for one of its most important results is this, that whereas before there were 17 different parties, all in the market together for road material, the moment the Commissioners of the Metropolis Roads came, there was only one.

1680. *Chairman.*] Still that it is a question of supply and demand; it regulates itself?—It is the supply of a great many persons demanding.

1681. Viscount *Ebrington.*] Has not the practical result been a great economy and a great increase in efficiency from the consolidation of the roads under one managing authority?—I believe entirely so.

1682. Have you ever heard that at present a contrast, not unfavourable to the Roads Commission, is observed by people passing from roads under the parochial authority to those under that of the Metropolitan Road Commissioners?—Nobody could travel along the New-road, and go thence upon the Metropolis roads, who would not at once see it.

1683. *Chairman.*] How are the vacancies supplied in the Commission?—The Treasury had the power of appointing five Commissioners; because you are aware that there used to be a custom with respect to the House of Lords that the Commons could not appoint Lords, and therefore the Treasury appointed five; they appointed the Lord-lieutenant of Middlesex, the then Duke of Portland; the Lord-lieutenant of Hertfordshire, Lord Verulam; Lord Dacre, who had taken great interest in roads at that time; Lord Essex, who also lived upon the road, and had taken great interest, and Lord Bexley, he having been Chancellor of the Exchequer; the other Commissioners were the local commissioners appointed; namely, the Members for the City of Westminster, the four Members for the City of London, the two Members for the county of Middlesex, and the others were of all shades of politics.

1684. When vacancies have occurred how have they been filled up?—By the Commissioners themselves.

1685. They are self-elected?—Yes.

1686. Are the Members for the Metropolitan districts *ex-officio* members of that trust?—Not for the Metropolitan boroughs; they were not in existence at the time this Act was passed.

1687. Are the Members for the City of London?—Yes.

1688. Are they the only parties who, *ex-officio*, have a right to sit at that board by virtue of their seats in Parliament?—The Members for the City of London, the City of Westminster, and the County of Middlesex.

1689. And the rest are appointed by the Board themselves?—Yes.

1690. Less five appointed by the Treasury?—Yes; for instance, at the present day the same sort of principle has been applied; Lord Salisbury happened to be the Lord-lieutenant for the county of Middlesex; he the other day, upon a vacancy, was appointed; the Marquis of Westminster has a very large property which is interested in this matter; he also was appointed then; then there are Lord Robert Grosvenor and Mr. Osborne, for the county of Middlesex, Lord John Russell, for the City, Sir James Duke, for the City, Mr. Masterman, for the City; Sir De Lacy Evans and Sir John Shelley, for Westminster; then Lord Portman has a very considerable property; there is Lord Enfield, for Mr. Byng, who also has a large property down at Enfield and in that part; there is Lord Chelsea, for his father, towards Pimlico; then there is the Lord Chief Baron, who lives in the locality, and takes a great deal of pains in his own district; there is Mr. Fitzroy, who was the Under-Secretary of State for the Home Department, who took the question of roads; Sir William Jolliffe, who was also the Under-Secretary, who took the question of roads, and the Chancellor of the Exchequer, who, as Under-Secretary for the Home Department, has taken a particular interest in all roads.

1691. Are there any gates within the city of Westminster?—I believe not.

1692. Therefore Sir John Shelley and Sir De Lacy Evans do not represent the ratepayers at all?—No; there were gates.

1693. In consequence of there then being gates it is fair to assume that Parliament gave them a right to sit there as Members for the city of Westminster?—Yes.

1694. How far does the trust extend?—There are 123 miles.

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1695. Viscount *Ebrington.*] Supposing the management of the roads to be transferred from the Commissioners to somebody under Sir Benjamin Hall's Bill, which do you think would be most expedient, to put the roads under the several district Boards, or to put them under the Central Metropolitan Board?—Under one Board, whatever that Board is to be, which it is not for me to say.

1696. *Chairman.*] Do you know an instance of any large contributor of tolls, such as Mr. Wilson, ever having been placed upon the Commission?—No; I am not aware of it.

1697. You have given the Committee the names of many noblemen and gentlemen who have large property in the district, can you point out when any individual who contributed to the support of the roads by paying toll was elected a Commissioner?—Mr. Hobson was a great contributor of tolls, and I should state that many gentlemen, independently of those I have mentioned, are persons who live upon particular roads, and are therefore thought to represent their own districts, and have been elected with a view to that.

1698. Do you think that the 41 Commissioners fairly represent the different districts and the different classes, both the owners of property and what you may term the ratepayers to the trust?—I do.

1699. Do you think it is a fair trust?—I am sure of it; and I am quite sure that, in the election the other day, great pains were taken to obtain gentlemen upon the roads who would give up their time to it, and attend to it.

1700. How many miles have you within what is termed the registrar-general's district by Sir Benjamin Hall's Bill?—I think it is not quite one-third of the whole 123 miles.

1701. You find, I suppose, that the greatest portion of the expenditure is within the district which is to be comprised within the Metropolitan Bill?—Much the greatest in proportion.

Mr. *Henry Browse*, called in; and Examined.

Mr. *H. Browse.*

1702. *Chairman.*] WILL you state to the Committee the mode in which you carry on your operations as surveyor, the mode in which you let different roads, and the mode in which they are kept in repair?—An estimate is prepared of the total annual expenditure of the several districts of road, which is submitted to the Board at the general annual meeting; and it is approved, or it is corrected by them, and then approved. The mode of carrying out the expenditure is by public advertisement for the whole of the several services, except that of labour.

1703. Does the tender comprise the remetalling of the streets, and the maintenance of the roads during the 12 months?—The contracts are for the several services separate; there is a contract for supplying and delivering the material prepared for service at certain depôts; there is another separate contract for carrying it from the depôt to a certain extent of road, where it is applied by day labourers, under the superintendence of the district surveyor.

1704. Can you give the Committee the amount of the expenditure of the last year, which was authorised by your department?—It is in print; it has been presented to Parliament. The amount of day-labour, including the pumping of water for the several roads for the season, was 9,500 *l.*, in round numbers; digging gravel and preparing material by contract, 1,830 *l.* Team-labour, including watering, 13,500 *l.* Flints, by contract, 1,951 *l.*; gravel ditto, 2,460 *l.*; granite and other hard stone, 29,430 *l.*; the implements, 255 *l.*; wheelwrights' bills, by contract, 640 *l.*; smiths', 158 *l.*; carpenters', 251 *l.*; bricklayers', 328 *l.*; repairs of stand posts and water-plugs and pumps, 365 *l.*; paviors' bills, 165 *l.* Those are the items comprised within the surveyor's expenditure. There are other items, such as, paid for water, 2,000 *l.*, in the year for the supply of these roads with water by the companies. Originally, when this Commission commenced, water was obtained from various sources; a great deal from the sewers, and it became a source of great annoyance, in hot weather particularly; the Board have therefore abolished those supplies and have obtained water from the companies to a very great extent; they pay now upwards of 2,000 *l.* a year for that service.

1705. Viscount *Ebrington.*] For water, apart from watering?—For water alone,

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alone, without distribution. I may be allowed to state that in addition to the original reduction of one-third of the toll which existed before the consolidation, the public have also had the benefit of very much improved roads, inasmuch as they are now generally, or to a very large extent, made with granite, the most costly and best material which can be obtained; whereas, before this consolidation there was scarcely a mile in the whole of the district made with that material; they were made with local gravel and some little by flints imported from Kent. Therefore the public have derived very great benefit in that respect.

1706. *Chairman.*] You have been connected with this trust for many years?—From the commencement of it.

1707. You have seen how a trust under 40 individuals can be managed; do not you think that the 45 individuals who are to constitute the Board of Works under Sir Benjamin Hall's Bill could manage these roads equally as well as the present trustees?—I have not studied the Bill, but I believe that the duties of that body comprehend a vast extent of services beyond the management of the roads; I am quite prepared to say that for the road management, and I submit also for any other services, they would be better managed under one authority than if that authority was sub-divided.

1708. Suppose that out of the large body of which the Metropolitan Board will consist, they were to assign over the maintenance of the roads to one particular portion of it, do you think they would be able to grapple with the road question, and to do it effectually with the assistance of such men as yourself, who have had great experience?—It requires of course competent officers, and I see no difficulty in accomplishing anything with that.

1709. That being the case, do you not think, that with competent and experienced men, a small rate, spread over the whole Metropolis, under such superintendence, would be better than having one district looked after by one body of men and another by another. Do you agree that the principle of consolidation should be carried out further than it is now carried out?—There must be a limit to all things; there must be a limit also to that; it is possible to have a thing too large to be well managed; but to a certain extent consolidation is better than detail.

1710. Viscount *Ebrington.*] Has not one of the reasons why your Commission has worked well, been that the different members of the trust have remained some time in office, and have acquired great experience in the management of the business of the trust before they have been got rid of?—The Commissioners have devoted their time to it, all of them individually, from the commencement.

1711. *Chairman.*] Your Board meet once a month, do they not?—Upon the average the meetings have been once a month, and more frequently sometimes. I may state that Lord Lonsdale took a very active part, and was constantly travelling over the roads, until his Lordship had made himself fully acquainted with all matters of detail, to a very great extent.

1712. Do the Commissioners go out by rotation?—No.

1713. They are in for life?—Yes, unless they resign; they have an opportunity of resigning.

1714. What other alterations have been made for the benefit of the public?—The watering toll has been abolished, as well as the night toll and the Sunday toll; that was entirely abolished in the year 1830.

1715. Is it your opinion that the amount for which the tolls have been let will be sufficient to keep the roads in order for the year?—I hope that may be the case; but as it stands now there is a deficiency of 1,100 *l.*, and that is to be saved by the contracts for materials, which have been considerably reduced; and I entertain no doubt that, with strict economy, there will be ultimately no deficiency.

1716. Can you speak of the property which the trust holds?—I cannot; the solicitor is the better person to do that.

Mr. *James Wittit Lyon*, called in; and further Examined.

Mr. *J. W. Lyon.*

1717. *Chairman.*] WILL you state what property the trust holds?—There are two estates; the one is the estate of John Lyon, given for the repair of the

the Harrow-road, and the Kilburn-road; and the other is the estate of Samuel Harvist, given for the repair of the Kilburn-road.

1718. Viscount *Ebrington.*] Are there not some payments out of Lyon's estate?—Upon Lyon's estate there is a payment of one-sixteenth of the rents to the parish of Marylebone, and one-sixteenth to the parish of Paddington.

1719. Are there not also some payments to Harrow school?—Harrow school takes the surplus; Harrow school takes the great mass; there are particular rents which are for the purposes of the road; these have all been regulated by Parliament, and the proportions are regulated by Parliament.

1720. *Chairman.*] Parliament has long since settled that question?—Yes.

1721. In what state is that property now?—John Lyon's estate has been let for building. There is a Bill at this moment in Parliament, to enable building leases to be granted on Harvist's estate. One of the gentlemen before this Committee, yesterday, fancied that it was a building speculation, on the part of the Commissioners, and that they had funds to support them in it. The Commissioners have no power to lay out 1*s.*, except for the purposes of their roads. They have no notion of a speculation; but the fact is, that in consequence of the North London Railway coming through this property it has become building land, and all they want is to apply it for building purposes.

1722. Would the rents of the lands when so leased be applied in the reduction of the tolls?—*Pro tanto.*

1723. The public would so be benefited?—Yes.

1724. What extent is there in acreage?—Fifteen acres.

1725. The whole of John Lyon's property is covered?—Yes.

1726. When does that fall in?—Ninety-nine years hence the leases fall in; the Act of Parliament is very strict. Supposing there was a surplus beyond what was sufficient to maintain the road, then the effect of it would be that it would go to the purposes of the Harrow school.

1727. Then looking forward to a long date, Harrow school promises to be very rich?—I hope it may be; it may by possibility be so; but it is in consequence of these estates having become better that the Commissioners have already reduced the toll upon the Harrow-road; the toll was 3*d.*, it is now only 2*d.*; the Acts of Parliament require specially that all funds connected with those estates should be applied to those roads, and those roads only, and there are separate accounts kept; if these roads were to go to Sir Benjamin Hall, that would require most important consideration.

# APPENDIX.

Appendix.

PAPERS furnished by *C. Pearson*, Esq., and referred to in his Evidence, on 27th June, Quest. 1378.

The model is made with mathematical precision upon a scale of one inch to 20 feet, the same both vertical and horizontal.

As the readers of the evidence of the Committee's report will not have the model before them, I propose to supply the accompanying maps and elevations, and I refer your readers to the verbal explanations upon them, instead of loading the shorthand-writer's notes with more diffusive remarks.

The documents are:

*Vide* Plans, No. XXXI,

No. 1. The plan and section of the entire project, as proposed to be carried out.

No. XXXII. (1, 2, and 3),

No. 2. Pictorial illustrations of two modes of constructing the Arcade Railway, showing the rail along the under surface, and the carriage road and foot pavement along the upper.

No. XXXII. at the end.

No. 3. A map exhibiting the relative position of the Metropolitan railways north of the Thames.

The several suggested modes of connecting the trunk line with the distant railway stations, as shown on the map, were laid down by engineers after actual surveys, for the purpose of demonstrating the ready means of accomplishing the object which were open to the companies. Time has rendered these suggested lines entirely unnecessary, as since the map was published the Great Western Company have joined with my proposed North Metropolitan Line, for which the Act has been obtained. The Great Northern and the North Western are to effect junctions with the Metropolitan upon the level of my line at King's Cross, so that all objections which formerly existed from the pretended difficulty of uniting the City Terminus with the distant railway stations have now vanished.

*Vide* Plan, No. XXXIV. at the end.

No. 4. Plans of the London Bridge and Fenchurch-street stations, and of the proposed Farringdon-street Terminus.

By these plans, which are drawn on the same scale, the width, position, and number of the streets and lanes surrounding, and the approaches to the existing great railway termini nearest the heart of the City, are compared or contrasted with the width, position, and number of the approaches and thoroughfares around the principal stations and short-traffic termini of the proposed Trunk Railway in Farringdon and Victoria streets; thus the very great superiority and advantages of the latter in all these respects become apparent at a glance.

The Committee, in looking at the model, will be pleased to remember that it is proposed to carry the plan into execution by the combined agency of street improvements and rail-road facilities. Many persons have been startled by the supposed costliness of the enterprise, looking at the great buildings here shown, as if it were a part of the project to form these magnificent streets and erect these buildings at the cost of a joint-stock company; the fact is, that these streets and buildings represent a source of profit by sales of ground-rents, not of expense for building houses.

By the use of the sub-surface of the main street for railway purposes, you lift the surplus ground to a level with the surrounding streets, and thus impart to it a new value, and by bringing railway passengers into Farringdon-street you greatly augment the ground value of that locality, and convert the site of the Fleet Prison and of Farringdon Market, from being altogether profitless, into very valuable property, besides rendering it subservient to the public convenience, by forming new streets to relieve the obstructed channels of communication in that neighbourhood.

The Committee will observe that, with a view to public improvements, the Government sold the site of the Fleet to the Corporation 10 years ago for 25,000 *l.* Thirty years ago, the Legislature raised 250,000 *l.* by mortgage of the coal tax, to clear the ground of old Fleet Market and to build the new one; it likewise raised 60,000 *l.* upon the street tolls, and 25,000 *l.* and 87,000 *l.* upon the coal dues; and since that time the Corporation has advanced 200,000 *l.* to clear the ground for the contemplated new street, under which I propose to form my railway. The Corporation has expressed its willingness to raise a further sum of

387,000 *l.*

387,000 *l.* to raise Holborn valley, and open an adjacent street, in combination with my project. The 447,000 *l.* of the first-named sums, together with the interest and compound interest properly chargeable upon them, at the rate the sums were borrowed, will amount to nearly a million of money. This sum will be entirely lost to the public unless value be given to the land by the adoption of my plan, and it may be even doubtful whether the Corporation will be recompensed by the land sales the additional sum, 200,000 *l.*, which they have advanced.

The surplus ground, as the improvements proceed, would of course be sold, as in the case of all other street improvements, and the same capital will be turned two or three times over in buying, clearing, and selling the surplus ground for the public streets. I am advised by the several experienced architects I have professionally consulted (after a careful valuation and estimate of each individual property) that the balance of loss in effecting the vast street improvements laid down in the model and plans will not exceed 500,000 *l.* (including the 387,000 *l.* the Corporation were willing to raise for dealing with that reproach upon the metropolis, Holborn-hill). The deficiency would be readily obtained by applying the powers contained in the first Act passed for the formation of the new street to Clerkenwell, by which the Commissioners were authorised to borrow, upon the rates of the new property, the difference (for 40 years) between its rateable value and the sums at which the old houses were rated to the several parochial charges.

I do not include in this statement of cost, the expense of making the new street from the west end of Cheapside to Fetter-lane; that is an affair resting between the Corporation and the Commissioners of Woods and Forests. Architects of the Commissioners and of the Corporation long since determined that this communication was absolutely necessary for the accommodation of the public, both within and without the City. Mr. Bunning (the Corporation architect), in 1850, estimated the cost at 121,000 *l.* He thinks it would cost more now on the western side of Farringdon-street, in consequence of the erection of new buildings in that district; but as my project provides for the removal of Newgate Market, the property through which the proposed street is to pass will be obtainable upon much easier terms than if it were in the full enjoyment of its market trade.

The million of money at which the burden to be borne by the railway companies is estimated for the cost of site and construction, is surely but an insignificant sum if borne amongst them. Whether this should be paid in the shape of a fixed or graduated rent, or as a proportionate contribution of original capital, will be a matter for future consideration; and if either or all of the great companies should object to share the expense of coming south of Holborn valley, or the Corporation should withdraw from contributing to improve Holborn Hill, modifications might be made to carry out so much of the project as relates to the formation of the market, to the accommodation of the million by a cheap railway, and a qualified accommodation for the Great Northern Companies, without interfering with the traffic of the Great Western and North Metropolitan lines.

If the Committee desire it, I am quite prepared to lay before them the most minute details of architects and engineers as to the cost both of land purchases and construction from which these results will be proved. I am likewise ready to show how, if kept north of Holborn valley, the suburban railway and market plans may be made (at a very small charge) to harmonise with the Metropolitan Railway.

The letterpress explanations and the map No. 1 will show how Ludgate-hill and Fleet-street will be relieved of a part of their existing pressure; they will show how Holborn valley will be raised to the level of the adjacent streets. For the wholesale markets for meat, poultry, fish, &c., there is abundant space. Like the provision markets of Paris, they ought to be in a central spot; here they will have advantages which neither the Halles Centrales near Rue Rivoli at Paris, nor the markets in any city in the world, possess. The articles will be brought into the market by a railway communicating with the new cattle market, and all the great northern and eastern railways which supply London with food. These supplies amount to several hundred tons a day, and as the proposed market site will be surrounded by wide streets diverging to all parts of London, the narrow streets around Newgate, Leadenhall, and Billingsgate Markets that are now gorged with meat vans and carts would be liberated, and applied to the purposes of more valuable trade.

*Vide* Plan, No. XXXI. at the end.

The map, and the model likewise, exhibit the spot intended to be dedicated to the uses of the railways for the receiving of parcels and goods which are now collected at and distributed from Lad-lane, Lawrence-lane, Bull and Mouth-street, and other confined streets, where Pickford's and other receiving houses are placed. I make no suggestion that the general goods traffic of the great railways shall be transferred to the City. The London and North Western Railway Company, the greatest goods carriers in the world, and the other railways that use the Blackwall line, have large warehouses in Haydon-square and Cooper's-row, on the eastern side of the City, for goods traffic; and the North Western Company formerly proposed to have a goods station between the Old Bailey and Farringdon-street; but I never adopted the suggestion, as I thought it impolitic to bring a gigantic station into that part of the City.

The Map No. 4, and the tabulated statement, will prove the facilities with which the railway passenger traffic of the whole Metropolis might, if necessary, be received and distributed at the central stations, having so many entrances, and being surrounded by so many wide streets. It will be seen by Table II. that the daily number of passengers arriving at and departing from the Great Western, the Great Northern, and the North Western lines, does not exceed 9,000 a day; and, assuming the Railway Commissioners' Returns (Table I.) to be right, that five-sevenths go to the West End of London, it will follow that only 2,400 arrivals

*Vide* Plan, No. XXXIV. at the end.

Appendix.

arrivals and departures, constituting the present traffic, would take place daily at the City Terminus; a number so perfectly insignificant, that, although affording great convenience to City passengers having to travel by these lines, such a number would not attract observation; but I contend that if these companies possessed stations within a walking distance of the focus of business, they would, in a short time, draw around them ten times the number of City passengers they now convey, and they might distribute as many as both the London Bridge and Fenchurch-street stations accommodate, without occasioning the slightest inconvenience to the passengers or the public. This calculation does not include the cheap railroad for the working classes, the stations for whom it will be perceived are to be placed on the north side of Holborn valley. Ten or twenty thousand of the heads of families of the working classes could and would escape from the wretched habitations in which they now live and die, if they could avail themselves of out-of-town residence; by being conveyed morning and evening by cheap trains.

The following are the quotations from the Report of Mr. Simon, the officer of health, to which I have before referred, as showing the necessity there exists for some such an arrangement both in a sanitary and a social point of view:

"Now it is unquestionable, and I admit it, that in houses containing all the sanitary evils which I have enumerated, undrained, and waterless, and unventilated, there do dwell whole hordes of persons, who struggle so little in self-defence against that which surrounds them, that they may be considered almost indifferent to its existence, or almost acclimated to endure its continuance. It is too true that among these classes there are swarms of men and women who have yet to learn that human beings should dwell differently from cattle; swarms, to whom personal cleanliness is utterly unknown; swarms, by whom delicacy and decency in their social relations are quite unconceived. Men and women, boys and girls, in scores of each, using jointly one single common privy; grown persons of both sexes sleeping in common with their married parents; a woman suffering travail in the midst of the males and females of three several families of fellow lodgers in a single room; an adult son sharing his mother's bed during her confinement; such are instances recently within my knowledge (and I might easily adduce others) of the degree and of the manner in which a people may relapse into the habits of savage life, when their domestic condition is neglected, and when they are suffered to habituate themselves to the uttermost depths of physical obscenity and degradation."—*Simon's Report*, p. 44.

"The population of the City, about 130,000 persons, has been dying during these five years at the rate of about 24 per thousand per annum. The sub-district rates which give this aggregate, vary from under 18 to above 29; the former death-rate belonging to your healthiest locality, the north-west sub-district of the City of London Union; while the latter (more than 60 per cent. higher mortality) belongs to the north sub-district of the West London Union. The lowest death-rate hitherto attained in this country for a considerable population, during a term of seven years, has been 14 per thousand per annum; which your worst sub-district mortality more than doubles."—*Simon's Report*, p. 215.

The following is another quotation from Mr. Simon's Report, page 42, showing how he proposes to redress the evil to which his attention is directed:

"There are many parts of the City where great and immediate advantage would arise from an expenditure of money applied solely to the purpose of destruction; parts, where the purchase of an entire court, or series of courts, for the sole object of pulling down houses, and leaving open spaces in their stead, would be the cheapest as well as the most effective manner of dealing with their sanitary difficulties. And I have earnestly to suggest for your consideration, that proceedings of this nature will require to be pursued to a very great extent, and at a large annual expense, within the City, before the cleanliness and habitability of its poorer localities will stand in their legitimate proportion to the modern stateliness of thoroughfare and grandeur of public buildings which attest the magnificence of the Corporation."

Table III. shows how the social and sanitary evils, so graphically described by Mr. Simon, have been created; and Tables V. and VI. elicit facts that point out the remedy. It is impossible to raze the courts and alleys of the City, as Mr. Simon proposes, unless you have public money to purchase the houses of the poor, or cheap railroads to take their families to the country, and to bring themselves backwards and forwards morning and evening, like their masters who have time and money at command. Coals are actually carried by rail for a halfpenny, potatoes, and bullocks, and bale goods for one penny per ton per mile. The productions of the animal, vegetable, and mineral kingdom can all be carried at a low price by railroads, except man who makes them. Why should the wool and cotton he wears, the food he eats, and the fuel that warms him, all travel at a penny a ton per mile, and at the rate of 20 or 30 miles per hour, while men who get in and out of the train without trouble or cost are, even by the Parliamentary (the poor man's) train, compelled to pay at the rate of 14 *d.* per ton per mile? Again, I would ask, why should honest working men and their innocent children be crowded together in pestilential courts and alleys, where the death-rate is nearly double the usual rate of mortality in country districts, when the sites of their habitations are indispensably needed for new streets and buildings, and while their removal six or eight miles out of town would give them healthy and cheap residences, and the railway companies would derive a very large increase of profit from the introduction of a new branch of trade?

---

TABLE I.—

Appendix.

TABLE I.—Copy of RETURN annexed to the Report of the Commissioners on Metropolitan Railways, 1846.

"RETURN of Passengers by different Railways East and West of *Temple Bar*."

| NAME of RAILWAY. | EAST. | | | | | WEST. | | | | | Remarks. |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Private Carriages. | Flys. | Cabs. | Omnibus. | Total. | Private Carriages. | Flys. | Cabs. | Omnibus. | Total. | |
| Brighton, Croydon, and Dover | 149 | 333 | 3,438 | - - | 3,920 | 770 | 553 | 4,323 | 2,452 | 8,098 | For one week. |
| South Western | - - | - | 37,022 | 53,270 | 90,292 | - - | - - | 169,966 | 77,698 | 247,664 | For one year. |
| Eastern Counties | - - | - | - - | 30,733 | 30,733 | - - | - - | - - | 61,466 | 61,466 | For one year. |
| Great Western | - - | - | 1,834 | - - | 1,834 | - - | - - | 4,205 | - - | 4,205 | For one week. |
| London and Birmingham | 7,839 | 504 | 130,908 | 85,838 | 225,089 | 123,561 | 8,448 | 308,343 | 31,420 | 471,772 | For one year. |
| | | | | | 351,858 | | | | | 793,205 | |

1 to the East of Temple Bar. 2 ¼ to the West of Temple Bar.

TABLE II.—Showing the Number of Passengers Arriving at and Departing from the Metropolitan Railway Stations, during the Years 1850 and 1854, as far as they can be ascertained.

| Stations. | 1850. | 1854. | Daily Average, 1854. |
|---|---|---|---|
| London Bridge | 5,558,000 | 10,845,000 | 29,712 * |
| Fenchurch-street | - - - | 8,144,000 | 22,312 * |
| Waterloo-road | 1,115,000 | 3,308,000 | 9,063 |
| Shoreditch | - - - | 2,143,000 | 5,871 |
| Paddington | - - - | 1,400,000 | 3,834 † |
| Euston-square | - - - | 970,000 | 2,657 † |
| King's Cross | - - - | 711,909 | 1,950 † |
| Totals | - - - | 27,521,909 | 75,399 |

* Daily average Number of Passengers to and from Stations within a walking distance of the centre of the City - - - - - - - - - 52,024

† Daily average Number of Passengers to and from the distant Metropolitan Stations - - - - - - - - - - - - - - - 8,441

Appendix.

TABLE III.—Showing the Number of INHABITANTS and INHABITED HOUSES in the METROPOLIS and in the CITY (Within and Without the Walls), and the Rated RENTAL of the CITY, in the Years 1811 and 1851.

| | 1811. | 1851. |
|---|---|---|
| Population of the Metropolis, excluding the City | 1,019,160 | 2,234,367 |
| Inhabited Houses within the Metropolis, excluding the City | 148,827 | 291,353 |
| Population of the City, within the Walls | 56,172 | 54,702 |
| „ „ without the Walls | 63,483 | 73,167 |
| Population of the entire City | 119,655 | 127,869 |
| Inhabited Houses within the Walls of the City | 8,158 | 7,174 |
| „ „ without the Walls of the City | 8,593 | 7,406 |
| Inhabited Houses of the entire City | 16,751 | 14,580 |
| Rated Rental of the City £. | 554,088 | 1,208,040 |

TABLE IV.—Showing the Estimated Number of PERSONS and VEHICLES going into and out of the CITY Daily, counting them all both Ways.

| | |
|---|---|
| Estimated number of persons brought into and taken out of the City daily by omnibuses (counting both ways) | 88,000 |
| Estimated number of omnibus journeys | 7,400 |
| Estimated number of persons by steamers | 30,000 |
| Estimated number to and from the Fenchurch-street and the London Bridge Railway stations | 54,000 |
| Estimated number of vehicles of all descriptions, except omnibuses | 52,000 |
| Estimated number of foot passengers into and out of the City daily, omitting foot passengers from railways and steam-boats | 400,000 |

TABLE V.—Showing an approximative Estimate of the Quantity and Cost of GROUND purchased within the CITY for PUBLIC IMPROVEMENTS, and Estimate of the Money Return for the Quantity Resold; also an Estimate of Cost of LAND available for Residence, within Eight Miles of *London*, near the GREAT NORTHERN RAILWAY.

| | Quantity Purchased. | Total Cost. | Produce of Resale. |
|---|---|---|---|
| | | £. | £. |
| From the Town Hall, Southwark, to Finsbury | 12 acres | 1,840,000 | 627,000 |
| New Cannon-street | 6 acres | 800,000 | 440,000 |
| Farringdon Market | 3 acres | 250,000 | In hand. |
| Site of Fleet Prison | 1 acre | 25,000 | - ditto. |
| Clerkenwell Improvement | 13 acres | 400,000 | - ditto. |
| Land on sale near the Great Northern Line, within eight miles of the City | 600 acres | 60,000 | — |

TABLE VI.—

TABLE VI.—Showing the Quantities of Coals actually carried by the Great Northern Railway Company during the Year 1854 on 12 Miles of their Line to their London Station, at the Rate of One Halfpenny per Ton per Mile; together with a like Estimate of the Sum which would be received for the equivalent Weight of Passengers, at 12 to the Ton, for 12 Miles, at a Farthing per Mile per Passenger, being 3*d.* per day, 1*s.* 6*d.* per week, or 3*l.* 18*s.* per Annum.

| | Receipts per Day. | Receipts per Week. | Receipts per Year. | Working Charges at ½*d.* per Ton per Mile. | Balance of Railway Profit. |
|---|---|---|---|---|---|
| | £. | £. | £. | £. | £. |
| 401,443 tons of coal (say 1,280 tons per day for 313 working days) at ½*d.* per ton per mile, or 6*d.* per 12 miles - - - - - - | 32 | 192 | 9,984 | 5,000 | 4,984 |
| Equivalent weight in passengers, 12 to the ton, or say 15,360 passengers at 3*d.* per ton, or ¼*d.* per person per mile - - - - | 192 | 1,152 | 59,904 | 5,000 | 54,904 |

# LIST OF PLANS.

| No. of Plan. | | Referred to by |
|---|---|---|
| I. | Proposed Metropolitan Improvements - [Evidence of 4th May 1855.] | Wm. Tite, Esq. |
| II. | Proposed Westminster Terminus Railway - | Mr. J. C. Haddan. |
| III. | Plan, Elevation and Section of Station on Thames - [Evidence of 4th May 1855.] | |
| IV. | Proposed Metropolitan Improvements - [Evidence of 10th and 17th May 1855.] | George Ledwell Taylor, Esq. |
| V. | Proposed Crystal Way - | Mr. Wm. Moseley. |
| VI. | Section showing Crystal Way and Railway - | |
| VII. | Cross Section through Crystal Way - | |
| VIII. | Plan showing Blocks of Buildings from which Model was formed - [Evidence of 10th May 1855.] | |
| IX. | Proposed Charing Cross Junction Railway and Thames Embankment - [Evidence of 17th May 1855.] | Frank Giles, Esq. |
| X. | Elevation and Section of Proposed South Western Railway Station on Thames - | P. P. Baly, Esq. |
| XI. | Plan for Extension of South Western Railway, with Station on Thames, on Site of present Charing Cross Bridge - | |
| XII. | Section of Charing Cross Bridge, showing increased Width when altered into a Carriage Bridge - | |
| XIII. | Proposed Extensions of South Western Railway - [Evidence of 17th May 1855.] | |
| XIV. | Proposed St. Paul's and Tower Bridges - [Evidence of 17th May and 28th June 1855.] | George Ledwell Taylor, Esq. |
| XV. | Proposed Great Victorian Way - | Sir Joseph Paxton, M.P. |
| XVI. | Fac-similie of Sir Christopher Wren's Plan for re-building the City of London, after the Great Fire of 1666 - [Evidence of 7th June 1855.] | |
| XVII. | Improvements agreed to by the Court of Common Council - [Evidence of 7th June 1855.] | J. B. Bunning, Esq. |
| XVIII. | Proposed London Railway - - - [Evidence of 7th June 1855.] | Mr. Hawkshaw. |
| XIX. | Proposed London Railway Arcade - [Evidence of 7th and 8th June 1855.] | Mr. Hawkshaw and Mr. Parrott. |
| XX. | Plan of the Metropolitan Railway, with proposed Extensions - [Evidence of 8th June 1855.] | John Fowler, Esq. |
| XXI. | Proposed Thames Improvement - - [Evidence of 14th June 1855.] | Lionel Gisborne, Esq. |
| XXII. | Proposed Metropolitan Railway Communication - [Evidence of 14th and 19th June 1855.] | Richard Bell, Esq. |
| XXIII. | Plan and Section of Proposed Thames Embankment and Railway - | H. H. Bird, Esq. |
| XXIV. | Plan, showing Connection of all the Metropolitan Lines with the Westminster Terminus Railway - | |
| XXV. | Elevation of proposed Viaduct, showing Lock and Tidal Entrances to Floating Docks - | |
| XXVI. | Plan and Sections of Lock and Entrance, &c. - [Evidence of 14th June 1855.] | |
| XXVII. | Proposed Metropolitan Improvements - [Evidence of 19th June 1855.] | Rev. Walter Blunt. |
| XXVIII. | Proposed Streets from Great Northern Railway Station to Post Office, &c. [Evidence of 27 June 1855.] | Thomas Taylor, Esq. |
| XXIX. | Proposed Public Road through Kensington Gardens - | James Pennethorne, Esq. |
| XXX. | Plan and Section - [Evidence of 28th June 1855.] | |
| XXXI. | Proposed City Terminus Railway and Street Improvements - | Charles Pearson, Esq. |
| XXXII(1). | Sketch of proposed Railway - | |
| XXXII(2). | Ditto - - Ditto - | |
| XXXII(3). | Section through Sketch - | |
| XXXIII. | Skeleton Map of proposed Trunk Railroad and City Stations, showing Junctions, &c. - | |
| XXXIV. | Existing Stations at Fenchurch-street and London Bridge, and proposed Stations in Farringdon and Victoria Streets, showing positions and Sites - [Evidence of 27 June 1855.] | |

PLAN, Nº 1.

THE PETO[illegible] BRITISH

## METROPOLITAN IMPROVEMENTS.

# Plan

REFERRED TO BY Wm TITE, ESQR, F.R.S.,

in his Evidence of 4th May, 1855.

*The red Coloring shows the new Streets or the widening of existing Streets.*
*The dark Color, the line of New Cannon Street.*
*The yellow Color, the line of the Traffic from the Docks.*

Nº 415. Ordered by The House of Commons to be Printed

Nº 1.

Railways opened
" in progress
Proposed Westminster Terminus
" Extensions

NORTH LONDON RAILY
GREAT NORTHERN RAILY
LOUGHTON RAILY
NORTH LONDON RAILY
LONDON & NORTH WESTERN R.Y
EASTERN COUNTIES R.Y
GREAT WESTERN R.Y
NORTH LONDON R.Y
WEST LONDON R.Y
LONDON
St Paul's
BLACKWALL R.Y
Charing Cross
Westminster
Southwark
GREENWICH RAILY
BRICKLAYERS ARMS BRANCH
NORTH KENT R.Y
A
B
C
Clapham
D
RICHMOND RAILWAY
WEST END & CRYSTAL PALACE R.Y
Crystal Palace
LONDON & SOUTH WESTERN RAILWAY
WIMBLEDON & CROYDON R.Y
SOUTH EASTERN AND LONDON, BRIGHTON & SOUTH COAST R.Y
EPSOM & CROYDON RAILY

J.C. HADDAN,
*Engineer*
36, Great George Street

Nº 2.

HYDE PARK
PARK LANE
PICCADILLY
REGENT ST.
GREEN PARK
THE MALL
St JAMES'S PARK
CHARING CROSS
STRAND
WHITE HALL
SUSPENSION BR.
WATERLOO BRIDGE
WATERLOO ROAD
YORK ROAD
SOUTH WESTERN STATION
PALACE GARDENS
BUCKINGHAM PALACE
GROSVENOR PL.
WESTMINSTER BR.
WESTMINSTER BR. R.
THE NEW PARLIAMENT HOUSES
SLOANE STREET
KING'S ROAD
PIMLICO
VICTORIA ROAD
VICTORIA STREET
WOOD ST.
LAMBETH PALACE
CHURCH ST.
VAUXHALL
ROCHESTER ROW
MILLBANK PENITENTIARY
REGENT ST.
WARWICK STREET
BRIDGE ROAD
PRINCES ROAD
VAUXHALL WALK
LUPUS STREET
VAUXHALL BRIDGE
VAUXHALL GARDENS
CHELSEA
QUEENS ROAD
CHELSEA HOSPITAL
THAMES BANK
KENNINGTON
KENNINGTON OVAL
VAUXHALL STATION
NINE ELMS
SOUTH LAMBETH RAILY
LAMBETH
SHOOTING GROUND
RESERVOIRS
BATTERSEA NEW TOWN
SOUTH WESTERN RAILY
BATTERSEA PARK
SOUTH MILL POND
NEW ROAD
WANDSWORTH ROAD
BATTERSEA ROAD
ST GEORGE'S
PALACE
CRYSTAL
Stewart Build.s
WEST END
MANOR ST.
CLAPHAM

PLAN
OF PROPOSED
WESTMINSTER TERMINUS
RAILWAY,
*Referred to by Mr J.C. Haddan, in his Evidence of 4th May, 1855.*

*John Arrowsmith, Litho.*

Nº 415. Ordered, by The House of Commons, to be Printed, 23rd July 1855.
*Henry Hansard, Printer.*

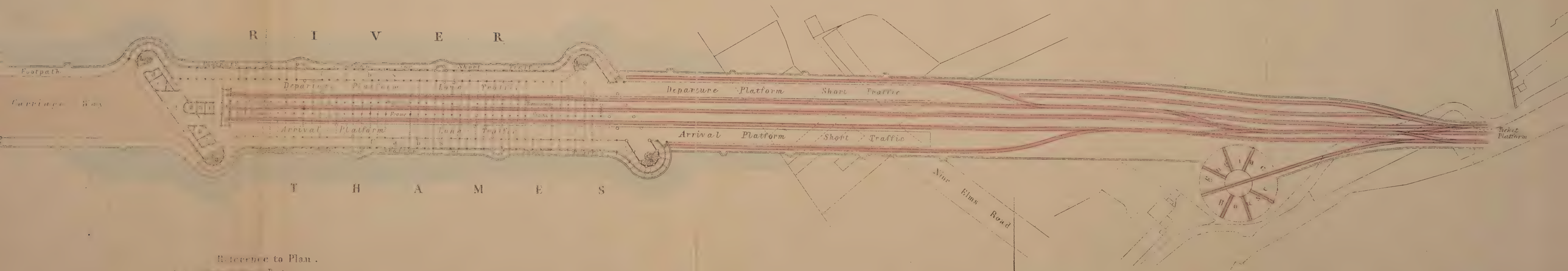
# PLAN
## OF PROPOSED
# WESTMINSTER TERMINUS RAILWAY
## STATION ON THAMES.

*JOHN COOPE HADDAN,*
*Engineer.*

ELEVATION.

SECTION.

PLAN.




Reference to Plan.

a a Steam Boats.
b b do do
c Lobby
d Fore Class Ladies Waiting Room.
e do Gentlemen do
f Entrance Lobby.
g Pier
h Piers
i Lobby
j Second Class Ladies
k Second Class Gentlemen Waiting Room.
l do Lobby do

SCALE 100 FEET TO AN INCH.

# PLAN OF PROPOSED METROPOLITAN IMPROVEMENTS

BY

GEORGE LEDWELL TAYLOR, ESQUIRE,

*Referred to in his Evidence of 10th & 17th May 1855.*

THAMES

RIVER

Ordered by The House of Commons to be Printed, 23rd July 1855.

PLAN. No V

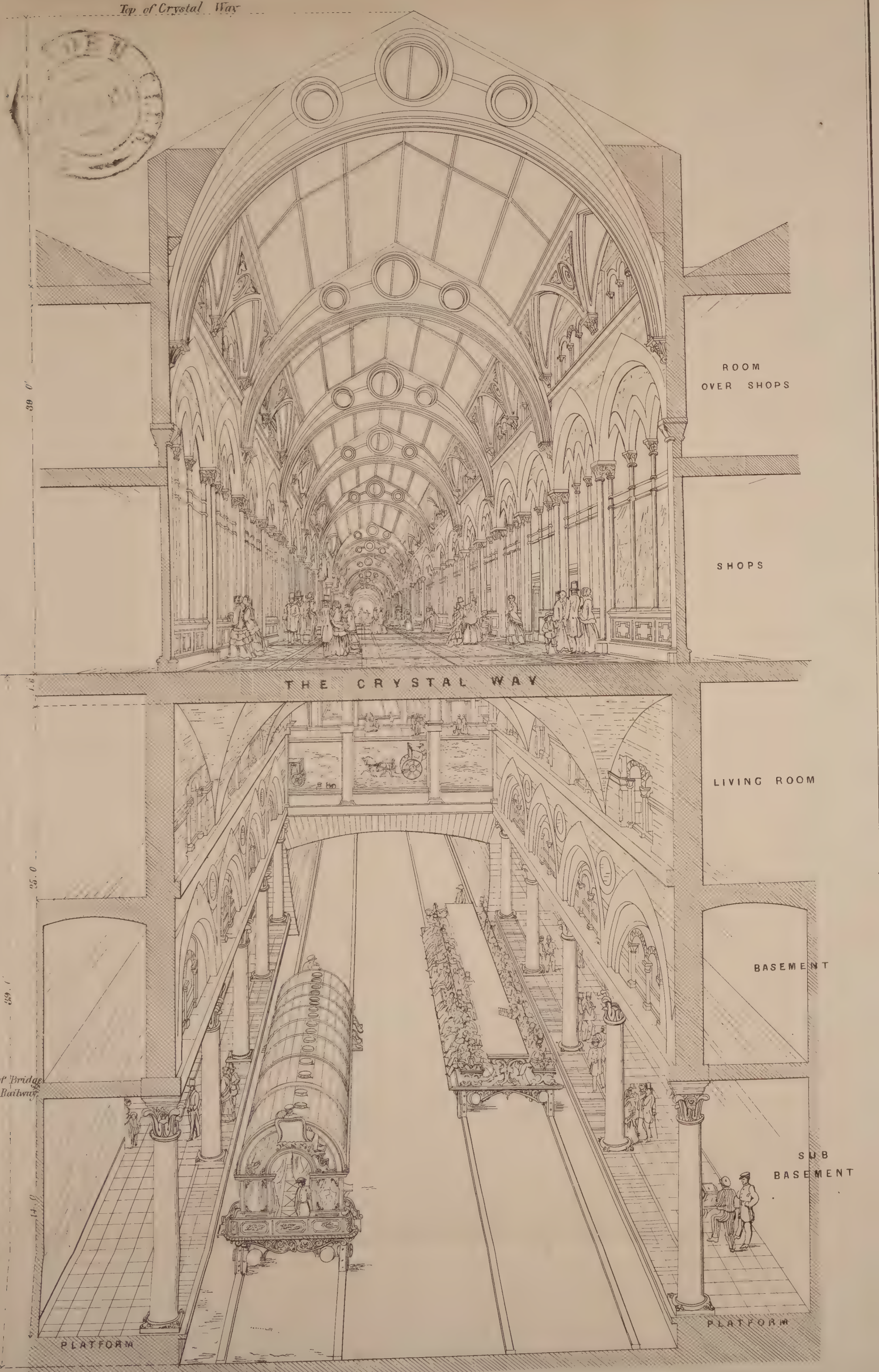
# PLAN
## OF PROPOSED
# CRYSTAL WAY,
## BY Mr Wm MOSELEY, ARCHITECT,
*Referred to in his Evidence of the 10th May 1855.*

Scale Eight Inches to One Mile.

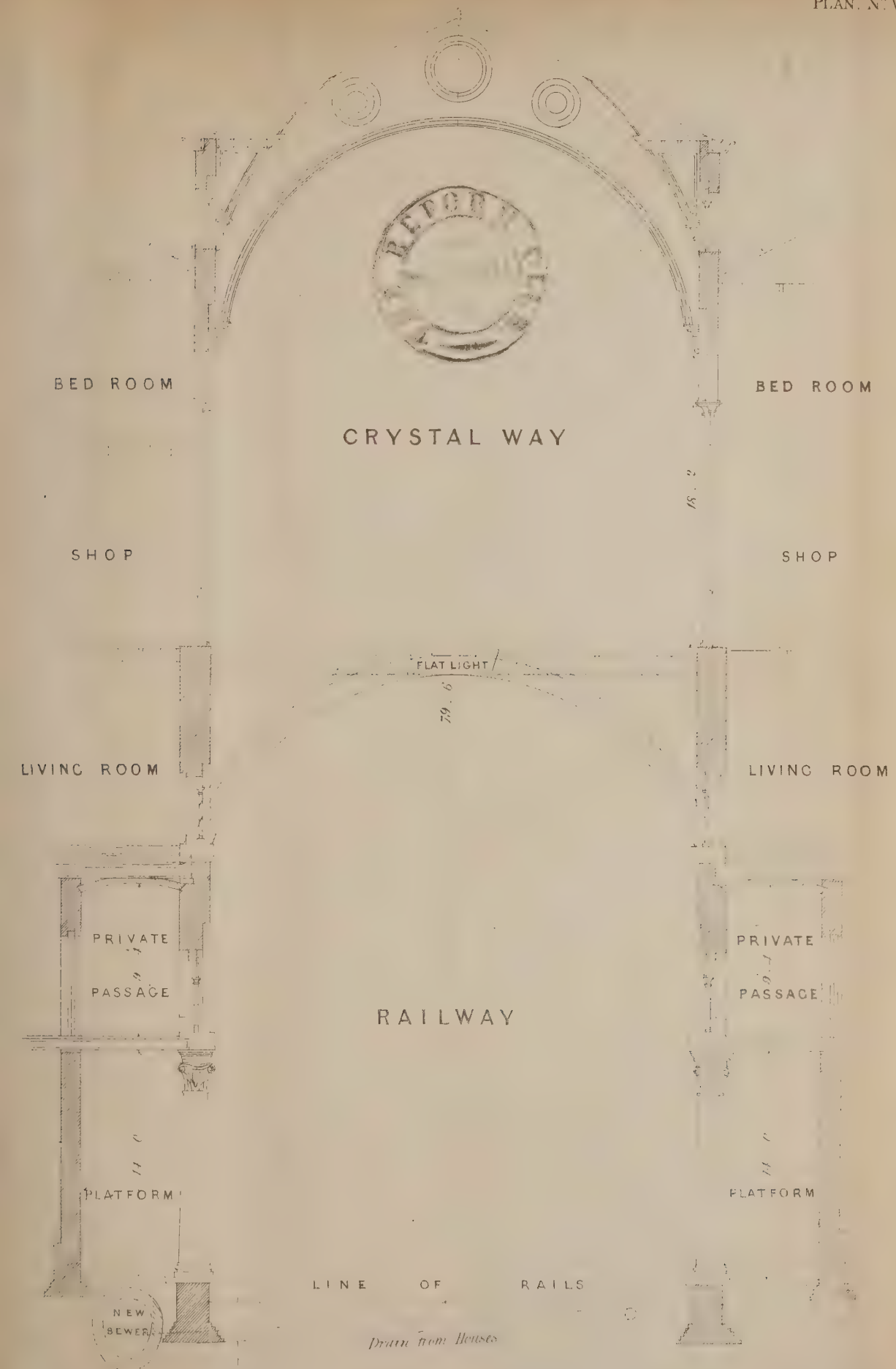
0 100 200 300 400 500 1000 1500 2000 3500 Feet

William Moseley, Arct
Trinity Chambers,
Trinity Place,

PLAN, No. VI.




WILLIAM MOSELEY.



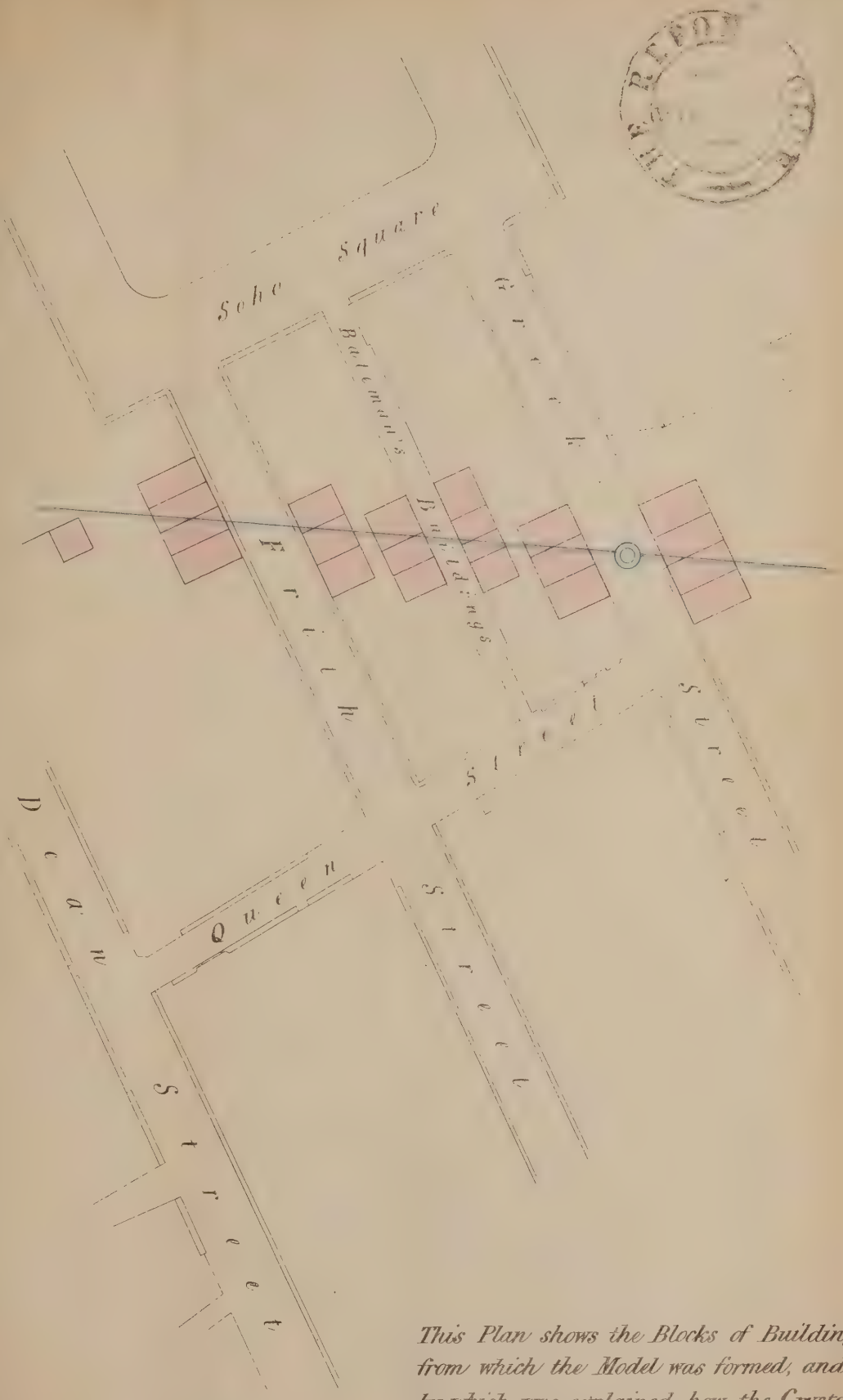

CROSS SECTION

THRO' CRYSTAL WAY.

WILLIAM MOSELY,
ARCHITECT
TRINITY PLACE,
CHARING CROSS

Nº 415. Ordered, by The House of Commons, to be Printed, 23rd July 1855.

PLAN, No. VIII.




*This Plan shows the Blocks of Building from which the Model was formed, and by which was explained how the Crystal-Way and Railway passes over and under the existing Thoroughfares, without interfering with the traffic.*

*William Mosley, Arch.t*
*Trinity Chambers.*
*Trinity Place,*
*Charing Cross.*

*J. Basire, lith.*

No. 415. Ordered, by The House of Commons, to be Printed, 23rd July, 1855.

*Henry Hansard, Printer.*

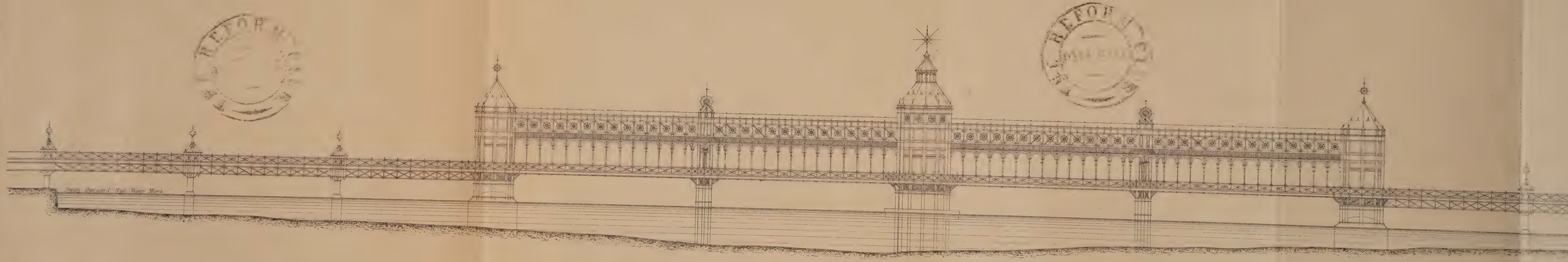
THE REFORM CLUB

NORTH WESTERN RAILWAY
EDGWARE ROAD
REGENTS PARK
ALBANY STREET
PORTLAND PLACE
HIGH STREET HAMPSTEAD ROAD
CAMDEN ROAD
CT NORTH ROAD
LIVERPOOL ROAD
LOWER STREET
NEW ROAD
GRAYS INN ROAD
GRAYS INN LANE
BAGNIGGE WELLS ROAD
ST JOHN STREET RD
CITY ROAD
OLD STREET
KINGSLAND ROAD
HACKNEY ROAD
VICTORIA
EASTERN COUNTIES RAILWAY
MILE
WHITECHAPEL ROAD
COMMERCIAL
BLACKWALL RAILWAY
CT WESTERN RAILWAY
OXFORD STREET
HIGH HOLBORN
TOTTENHAM COURT RD
NEW OXFORD STREET
HIGH ST
LONG ACRE
VICTORIA ST
SMITH FIELD
ALDERSGATE STREET
BISHOPSGATE STREET
NEWGATE STREET
HARRINGDON ST
LUDGATE HILL
CHEAPSIDE
LEADENHALL ST
FENCHURCH ST
CANNON STREET
THAMES STREET
FLEET STREET
UXBRIDGE ROAD
KENSINGTON GARDENS
HYDE PARK
PARK LANE
PICCADILLY
REGENT STREET
PALL MALL
GREEN PARK
ST JAMES PARK
WHITEHALL
STRAND
PROPOSED THAMES EMBANKMENT
WATERLOO BRIDGE
SUSPENSION BRIDGE
BLACKFRIARS BRIDGE
SOUTHWARK BRIDGE
LONDON BRIDGE
TOOLEY ST
TOWER
LONDON DOCKS
THAMES TUNNEL
THAMES
KENSINGTON ROAD
KNIGHTSBRIDGE
CROSVENOR PLACE
PALACE GARDENS
WESTMINSTER BRIDGE
VICTORIA STREET
KINGS ROAD
VICTORIA ROAD
COMMERCIAL ROAD
CHELSEA HOSPITAL
VAUXHALL BRIDGE ROAD
VAUXHALL BRIDGE
NEW BRIDGE ST
WESTMINSTER ROAD
BOROUGH ROAD
BLACKMAN STR
BOROUGH HIGH ST
LAMBETH ROAD
ST GEORGES ROAD
LONDON RD
NEW KENT ROAD
KENT STREET
WALWORTH ROAD
CAMBERWELL ROAD
CAMBERWELL NEW ROAD
WESTERN RAILWAY
VAUXHALL RAILWAY
BRICKLAYERS ARMS BRANCH
SOUTH EASTERN
THAMES JUNCTION
KENT
SURREY
CANAL
GRAND
ROAD
BATTERSEA PARK
RIVER

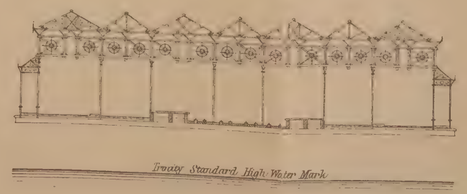
# SOUTH WESTERN RAILWAY

## STATION ON THAMES.

### ELEVATION.



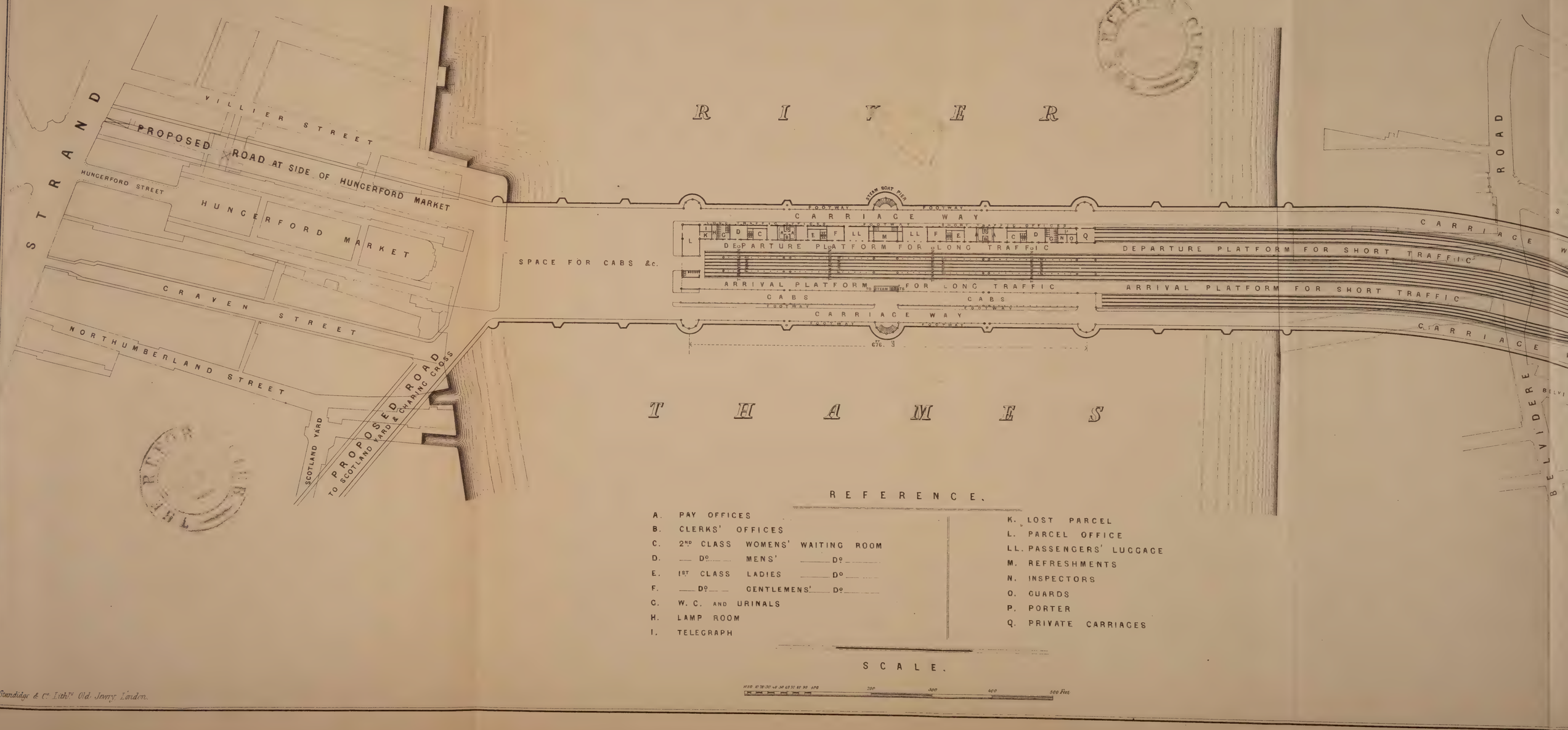

### SECTION.




SCALE OF FEET.

# PLAN FOR EXTENSION OF SOUTH WESTERN RAILWAY WITH STATION ON THAMES

## ON THE SITE OF THE PRESENT CHARING CROSS BRIDGE.




### REFERENCE.

A. PAY OFFICES
B. CLERKS' OFFICES
C. 2ND CLASS WOMENS' WAITING ROOM
D. ___ Do ___ MENS' ___ Do ___
E. 1ST CLASS LADIES ___ Do ___
F. ___ Do ___ GENTLEMENS' ___ Do ___
C. W. C. AND URINALS
H. LAMP ROOM
I. TELEGRAPH
K. LOST PARCEL
L. PARCEL OFFICE
LL. PASSENGERS' LUGGAGE
M. REFRESHMENTS
N. INSPECTORS
O. GUARDS
P. PORTER
Q. PRIVATE CARRIAGES

### SCALE.




Standidge & Co. Lith.rs Old Jewry London.

# CHARING CROSS BRIDGE.

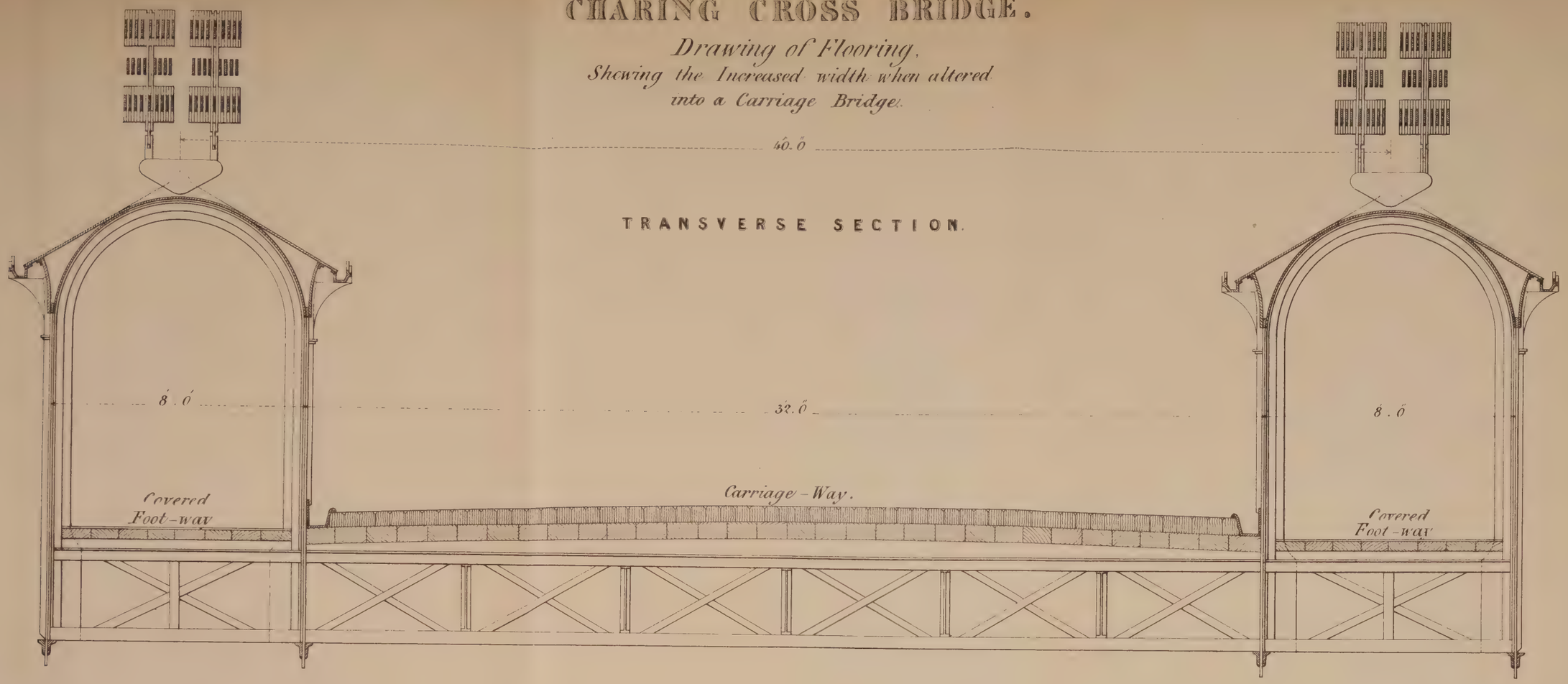
PLAN, Nº XII.

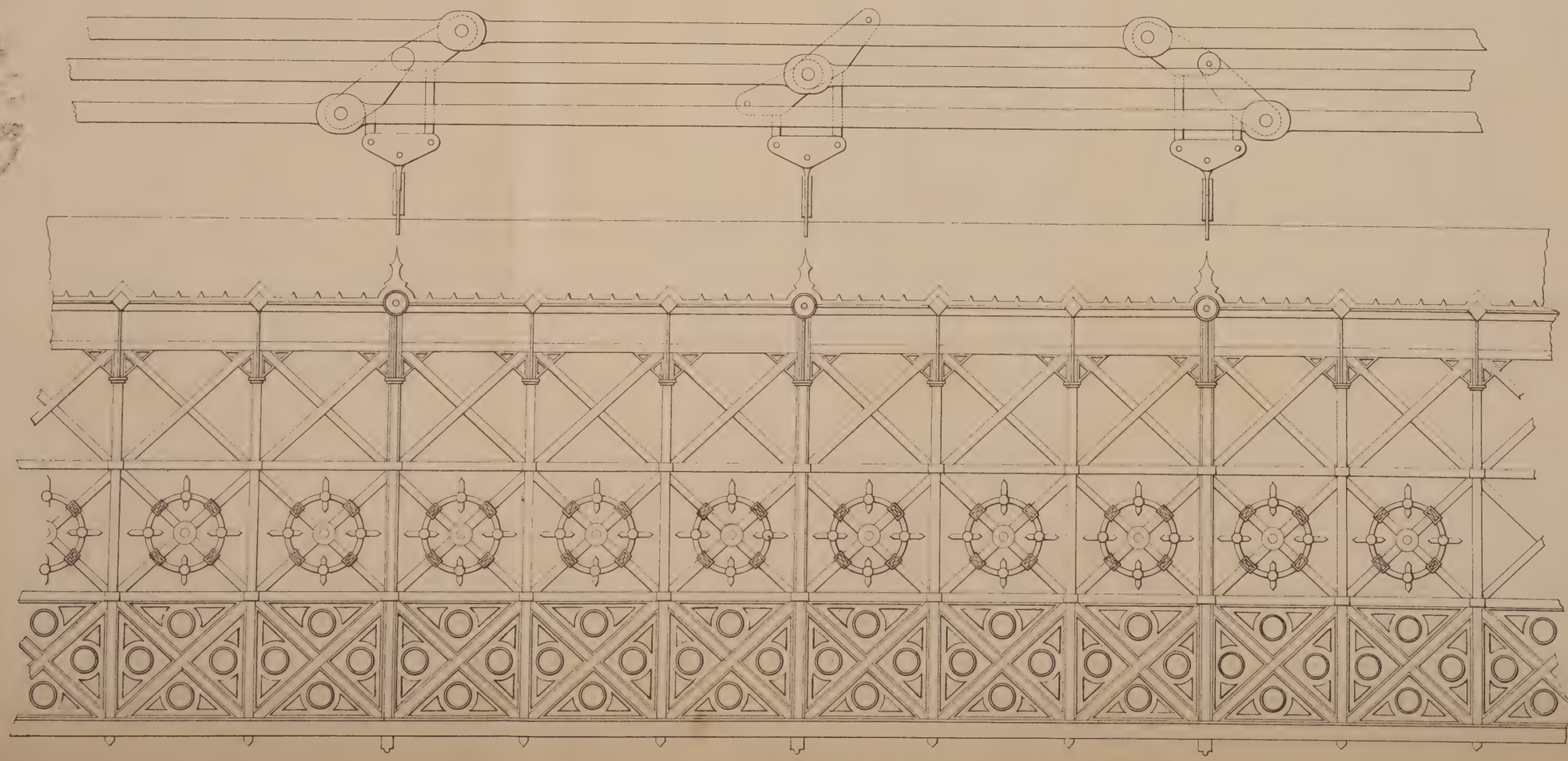
[Drawing Nº 3]

*Drawing of Flooring,*
*Shewing the Increased width when altered into a Carriage Bridge.*

40.0

TRANSVERSE SECTION.




SCALE

0 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 Feet.

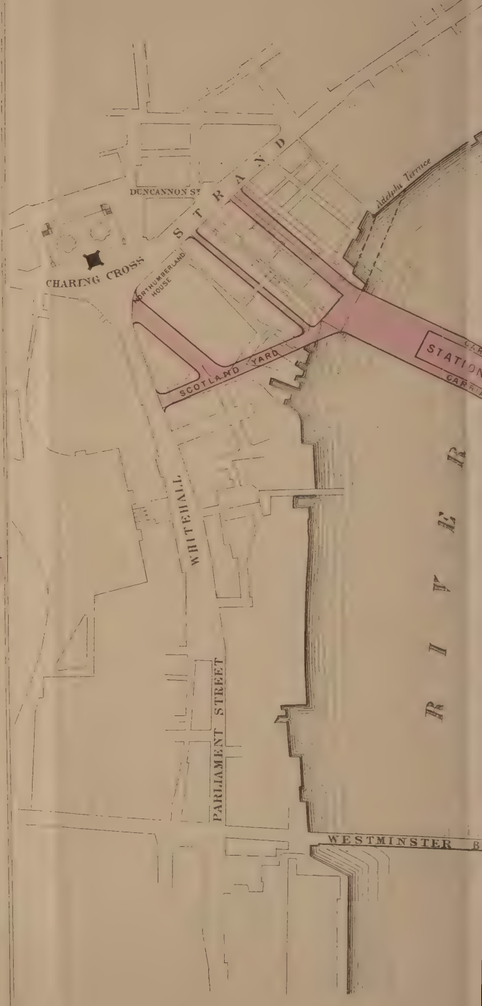
J. Richard Clay

Nº 415. Ordered by The House of Commons to be printed, 23rd July 1855.

*PLAN showing the SOUTH WESTERN RAILWAY extended to the YORK ROAD and a connection upon the High Level with the Charing Cross Bridge, when altered into a Carriage Road.*

*PLAN showing the SOUTH WESTERN RAILWAY extended to the RIVER and a connection upon the High Level with the Charing Cross Bridge, when altered into a Carriage Road.*

*PLAN for extension of SOUTH WES*
*Site of the prese*



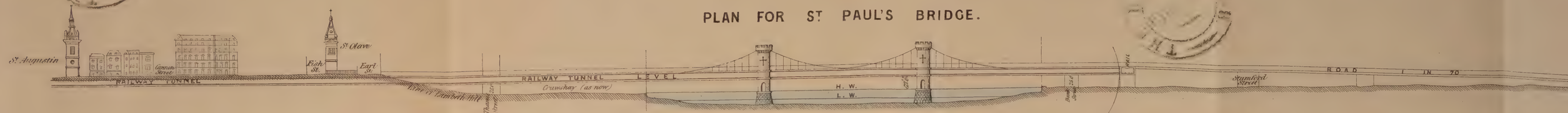

SCALE.

mbridge & Co Litho London

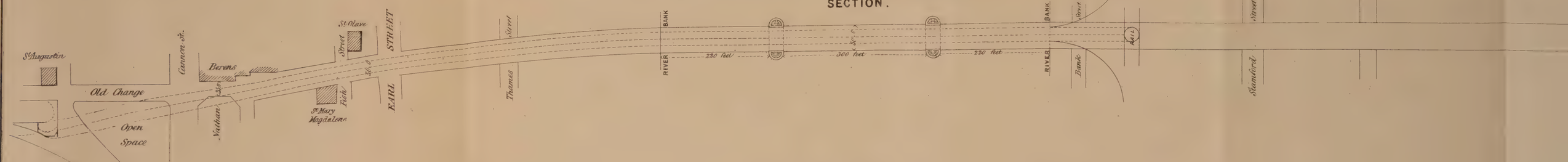
# Plans of
# St PAUL'S AND TOWER BRIDGES,

Referred to by G. L. Taylor, Esqr in his Evidence of 17th May, 1855.

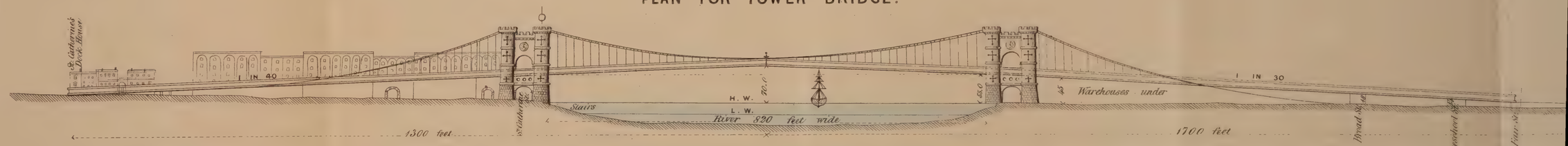
## PLAN FOR St PAUL'S BRIDGE.



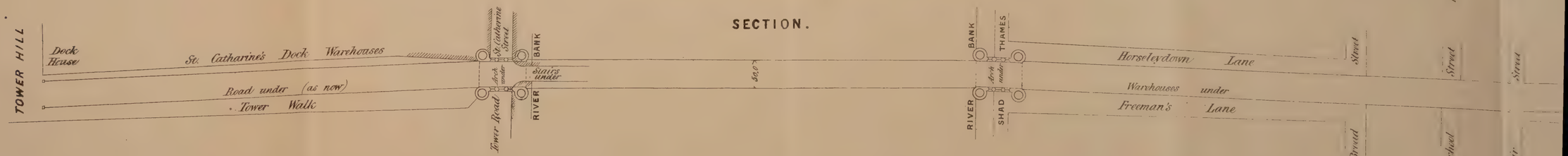

## SECTION.




## PLAN FOR TOWER BRIDGE.




## SECTION.



G. L. Taylor C.E.
17 May 1855.

J. Basire, lith

ST JOHN'S WOOD ROAD
GROVE ROAD
PARK ROAD
C/CIRCLE
ROAD
NEW ROAD
HARROW ROAD
WESTERN RAILWAY
STATION
PRAED STREET
GRAND JUNCTION ROAD
QUEEN'S ROAD
UXBRIDGE ROAD
KENSINGTON GARDENS
HYDE PARK
ROTTEN ROW
KNIGHTSBRIDGE
GLOUCESTER ROAD
OLD BROMPTON
FULHAM ROAD
KING'S ROAD
SLOANE SQUARE
UPPER SLOANE ST
SLOANE STREET
EBURY STREET
ECCLESTON STREET
GROSVENOR PLACE
CONSTITUTION HILL
PALACE GARDENS
PARK LANE
PICCADILLY
GREEN PARK
THE MALL
ST JAMES PARK
BIRDCAGE WALK
YORK STREET
VICTORIA STREET
VAUXHALL BRIDGE ROAD
HORSE FERRY ROAD
MILBANK
ABBEY
WESTMINSTER BRIDGE
WESTMINSTER BRIDGE Rd
LAMBETH ROAD
VAUXHALL ROAD
ST GEORGE'S ROAD
LONDON ROAD
BOROUGH ROAD
SOUTHWARK
NEWINGTON BUTTS
WALWORTH
SOUTH WESTERN RAILWAY
RIVER THAMES
YORK ROAD
WATERLOO BRIDGE
HUNGERFORD BRIDGE
BLACKFRIARS BRIDGE
BLACKFRIARS ROAD
UPPER STAMFORD STREET
NEW CUT
UNION STREET
GUILDFORD STREET
WELLS ROAD
CALTHORPE ST
GRAYS INN ROAD
GRAYS INN LANE
NEW WOBURN PLACE
TOTTENHAM COURT ROAD
PORTLAND PLACE
BAKER STREET
REGENT STREET
OXFORD STREET
NEW BOND STREET
CIRCUS
CRANBOURNE ST
BOW STREET
ST JAMES'S ST
PALL MALL
WHITEHALL
BROAD ST
LONG ACRE
DRURY LANE
CHANCERY LANE
FETTER LANE
FLEET STREET
HIGH HOLBORN
NEWGATE STREET
FARRINGDON ST
LUDGATE HILL
SMITHFIELD
ALDERSGATE STREET
ST JOHN'S STREET ROAD
ROSEBERY AVENUE
PENTONVILLE ROAD

Clarken Well

Charter house Yard

Long Lane

Hatton Street

Gray's Inne Lane

Cocke Lane

Smith Field

Cripple gate

Hosier Lane

Pye Corner

Alders gate

Holborn

Holborn Bridge

Fetter Lane

New gate

Cursitors Alley

Lincolnes Inne Feilds

Chancery Lane

London-Wall

St Pauls

Doctors Comons

St Dustans Church

Piazza

Fleet Bridge

Ludgate

Wood

Mercate

Drury Lane

Temple Barre

Temple Garden

Key

Bridewell

Dock

Key

Canale

Queen Hithe

# River Thames

ICHNOGRAPHIA *Urbis* LONDINII, *post Magnum et fatale* INCENDIUM. *An°. D^ni* MDCLXVI. *cum* IDEA *Novæ Urbis Quam, tunc temporis, ex Cineribus Renatam esse Designabat Clarissimus Vir D^ns* CHRISTOPHORUS WREN *Eq^s. Ædificiorum Regiæ Maj^tis nec non Templorum Omnium, Operumq^. Publicorum Indytæ Urbis Architectus. – NB. Lineæ rectæ et rectangulæ &c. Modulum Novæ Urbis exhibent. – Lineæ decurtatæ Conflagrationis totius Terminos. – Lineæ Punctis notatæ, Urbis Veteris Partes Flammarum Diluvio non absorptas. – Signa Crucis (+) Ecclesias Parochiales. – Mercurii (☿) Macella denotant.* ∽ *Circuite Sionem Numerate Turres ejus Apponite animum vestrum ad Præmunitionem, Erigite ejus Palatia, ut Hæc narretis Posteritati. (Psalm: XLVIII.*

EXPLANATION

*From the remaining Part of* FLEET-STREET *which escaped the* FIRE *about* S.^t DUNSTANS CHURCH *a Streight and wide Street before it descends into the Valley where the Great Sewer runs, it Opens into a Round Piazza, the Center of Eight Ways, where at one station* BRIDEWELL DOCK *to the* TOWER: *(III) Obliquely on the Left to* SMITH FIELD: *(IV) streight on the Right to the* THAMES: *(V) streight on* TEMPLE GARDEN: *(VIII) Obliquely on the Left to* CURSITORS ALLEY. *Passing forward we cross the Valley, once sullied with an offensi his great Street presently divides into another as large which carries our Eyes and Passage to ye Front of the* EXCHANGE, *and before these t* CHURCH *of* S.^t PAUL. *But leaving* S.^t PAULS *on the Left, we proceed as our first way led us towards the* TOWER. *We return again to* LUD *ul free from Building, in the Middle of a Piazza included between Two great Streets, One from* LUDGATE *leading to the South Front, and another* Triumphal Arch *to the Founder of the New City King* CHARLES *the* SECOND. ∽

Facsimiled by Standidge & C° London.

*Nobilissimo ac Scientissimo Domino, Dno THOMÆ Comiti PEMBROCHIÆ &c. Literarum et Artium Fautori: Tabula hac NOVI LONDINI humillimè dicatur. 1724.*

*This PLATE is Exactly Copied, from a Very Scarce PRINT in the Possession of the Earl of Pembroke. 1744.*

*P. Fourdrinier Sculpsit Craggs Court Charing-cross*

*NB. Troja Nova Antiquum Londini Nomen.*

# A PLAN *of the City of* LONDON, *after the great* FIRE *in the Year of* OUR LORD *1666. with the* MODELL *of the New City, according to the Design, and Proposal of* S.r CHRISTOPHER WREN K.t &c. *for Rebuilding thereof: Approv'd by y.e King.*

*NB. The right and right angular Lines &c. shew the Model of the New City. — The Short Lines colour'd shew the whole Confines of the Burning. — The Prict Lines shew the Parts of the Old Town which escaped the Flames. (+) the Parochial Churches: — (☿) Markets. — Walk about Sion tell the Towers thereof: Mark well her Bulwarks, Set up her Houses, that ye may tell them that come after. (Psalm; 48.)*

## F THE PLAN

*oses the Valley passing by the South side of LUDGATE, and thence in a direct line through y.e whole City terminates at TOWER-HILL, but we see (I) straight forward quite through the CITY; (II) Obliquely towards the Right hand, to the beginning of the KEY that runs from e Left to HATTEN STREET and CLARKENWELL: (VI) streight Backwards towards TEMPLE-BARR: (VII) Obliquely on the Right to the Sewer, now beautified with a usefull Canal, with Wharfs on each side, passable by as many Bridges as Streets that cross it: Leaving LUDGATE, Streets spreading at Acute Angles can be clear of one another, They form a Triangular Piazza, the Basis of which is filled by the CATHEDRAL ATE, and leaving S.t PAULS on the Right hand, pass along the other great Branch to the ROYAL EXCHANGE; Seated in the Place where it was, n HOLBORN over the Canal to NEWGATE, and thence streight to the North Front. &c. Instead of LUDGATE-PRISON was Designed a*

Nº 415. Ordered, by The House of Commons, to be Printed, 23.rd July 1866.
Henry Hansard Printer.

EXPLANATION of IMPROVEMENTS agreed to by the COURT OF COMMON COUNCIL, delivered in by *J. B. Bunning*, Esq., on 7th June 1855.

---

PLAN No. XVII.

# EXPLANATION.

## HOLBORN AND SNOW HILLS.

By this Plan it is proposed to alter the Roadways which are tinted Pink, by raising the Base of the Hills at **A** 12 feet 6 inches, and forming the following Gradients:—

| | |
|---|---|
| From Base of Hills to Hatton Garden, **A** to **B** - - - | 1 in 40 |
| From Base of Hills to Seacoal Lane, **A** to **C** - - - | 1 in 80 |
| From Base of Hills to Stonecutter Street, **A** to **E** - - - | 1 in 40 |
| From Base of Hills to West Street, **A** to **G** - - - - | 1 in 96 |

at an estimated Cost of £.333,000.

This amount does not include the Cost of the formation of Lines of Streets from Holborn Bridge to Long Lane, and from Cow Cross Street to King Street, which were proposed by me when Reporting (17th January 1854) on the Expense of raising Holborn Valley; nor any amount for the formation of Meat and Poultry Markets, here shown on the site of Smithfield, all of which are now under the consideration of the Committees of the Corporation.

## EARL STREET.

When this Street was first laid down by me, it was intended to continue the Line to the Mansion House, in order to form a direct communication from Blackfriars Bridge to the Bank, Royal Exchange, Stock Exchange, &c., with a view, in conjunction with other Lines submitted to the Improvement Committee, to relieve the traffic in Cheapside.

The portion agreed to be done by the Corporation extends from Earl Street to Cannon Street, of which some 270 feet from the latter Street have been formed, and £.195,440 is now required to complete the said Line to Earl Street.

Guildhall, 7 June 1855. *J. B. Bunning.*

Hatton Garden 51. 11" | Ely Place 44. 02" | Shoe Lane 37. 33" | Holborn Bridge 24. 11" | Farringdon Lane 27. 659" | Seacoal Lane 44. 87"

FALL 1 IN 40 | RISE 1 IN 80

B A C

SECTION OF LEVELS FROM HATTON CARDEN TO SEACOAL LANE

West Street 30. 16"

RISE 1 IN 96

G

SECTION OF LEVELS FR

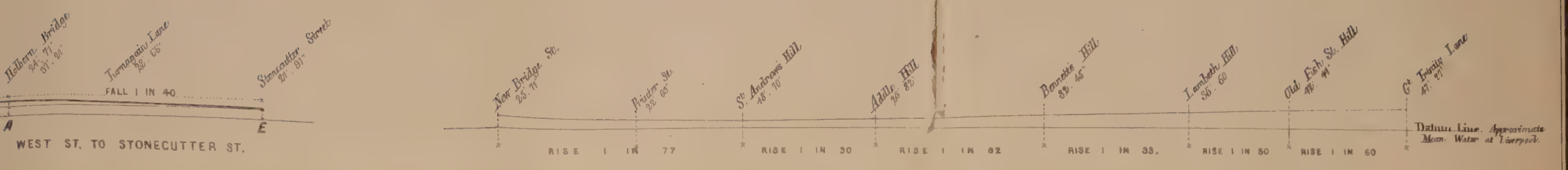
RAY STREET | VICTORIA | SILVER STR. | TURNMILL ST | COW CROSS STREET | LITTLE SAFFRON HILL | SESSIONS HOUSE | CRANFORD | FARM HOUSE | ST PETER'S CHURCH | SITE FOR PROPOSED LODGING HOUSES | SAFFRON HILL | GREAT | STREET | LEATHER LANE | HATTON | KIRBY STREET | CHARLES STREET | CREVILLE ST. | BROOK STREET | LANE | CARDEN | ELY PLACE | FIELD LANE | BLACK BOY ALLEY | SHEPHERDS ALLEY | BARNARD'S ALLEY | BROKEN WHARF | HOLBORN | HOLBORN HILL | ST ANDREWS | SNOW HILL | SKINNER STR. | SEA COAL LANE | FARRINGDON STREET | STONECUTTER ST. | FETTER LANE | FLEET LANE | SHOE LANE | FLEET STREET | WEST STREET | SMITHFIELD | METROPOLITAN RAILWAY | CHARTER HOUSE | CHARTER HOUSE SQUARE | CARTHUSIAN ST. | ST JOHN'S ST | SMITHS BUILDINGS | CHARTER HOUSE ST | KING STREET | LONG LANE | BARBICAN | ALDERSGATE STREET | JEWIN ST | DUKE STREET | BARTHOLOMEW CLOSE | LIT. BRITAIN | LITTLE BRITAIN | BULL & MOUTH ST. | ANGEL ST | ST MARTINS-LE-GRAND | POST OFFICE | ST ANN'S LANE | MAIDEN LAN | OLD BAILEY | NEWCATE STREET | WARWICK LANE | PATERNOSTER ROW | CHE | LUDGATE HILL | LUDGATE STREET | ST PAUL'S CATHEDRAL | OLD CHANGE | WAY STREET | CANNON ST. WE | TEMPLE CHURCH | BOUVERIE STREET | TEMPLE STREET | TUDOR STREET | TEMPLE | ST BRIDE'S CHURCH | NEW BRIDGE STREET | SHOEMAKERS ROW | CREED LANE | UNION STR | GREAT CARTER LANE | LIT. CARTER LANE | WATER LANE | ST ANDREW'S HILL | PAINS HOUSE | HELENS COURT | BRISTOW ST | ST ANDREWS WARD-ROBE | GOOCH'S MEWS | LIT. KNIGHTRIDER ST. | KNIGHTRIDER ST. | HERALDS OFFICE | OLD FISH ST HILL | LIT. DISTAFF LANE | FISH STREET | BREAD ST HILL | HUGGING LANE | EARL STREET | UPPER THAMES STREET | BERKLEY'S | ST PETER'S HILL | LAMBETH HILL | PLACE | CHATHAM | BLACKFRIARS BRIDGE | RIVER THAMES

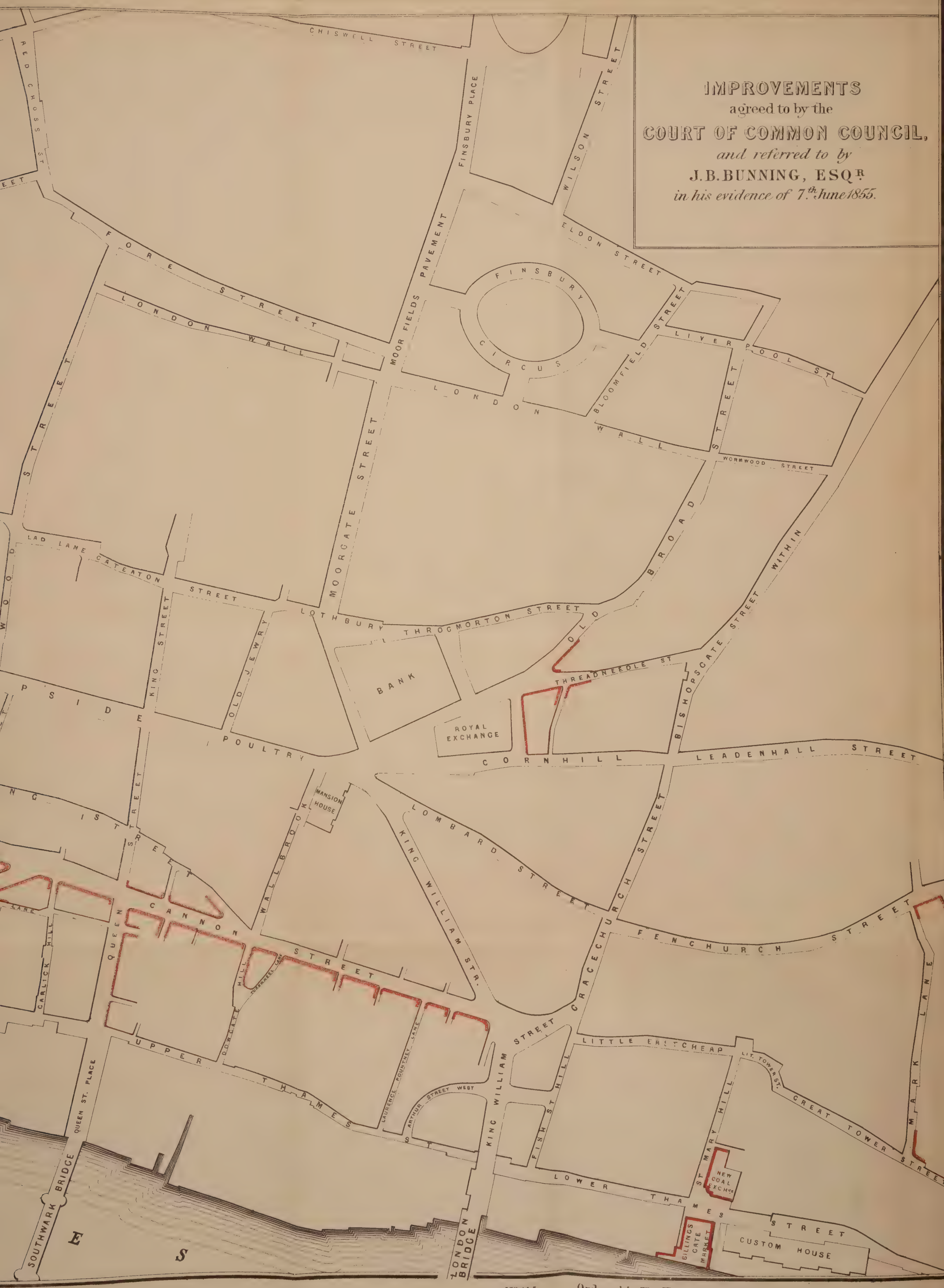
SCALE OF FEET

100 50 0 100 200 300 400 500 600 700 800 900 1000

Cambridge & Co. Litho. London.

PLAN, Nº XVII




# IMPROVEMENTS
agreed to by the
# COURT OF COMMON COUNCIL,
*and referred to by*
J. B. BUNNING, ESQR
*in his evidence of 7th June 1855.*

Nº 415. Ordered by The House of Commons, to be Printed, 23rd July 1855.

Henry Hansard Printer.

London and North Western Railway

Kensall Green Cemetery

Old Oak Common

Great Western Railway

West London Railway

North & South Western Junction Railways

ACTON HILL

COLD HAWKE ROAD

Hammersmith Branch

TURNHAM GREEN

HAMMERSMITH

KING STREET

Horticultural Gardens

Chiswicke House

Loop Line of the South Western Railway

From Richmond & Windsor

South Western Railway

Bridge Road

HAMMERSMITH Bridge

Brook Green

High Street

HOLLAND PARK

KENSINGTON GARDENS

HYDE PARK

REGENTS PARK

OXFORD STREET

HOLBORN

REGENT STREET

PICCADILLY

PALL MALL

GREEN PARK

ST JAMES' PARK

PALACE GARDENS

Bird Cage Walk

WHITEHALL

STRAND

FLEET STREET

WESTMINSTER BRIDGE

VICTORIA ST

Belgrave Square

SLOANE STREET

KENSINGTON NEW TOWN

BROMPTON

GLOUCESTER ROAD

Earls Court Lane

EARLS COURT

Brompton Lane

North End Lane

NORTH END

London & Westminster Cemetery

WALHAM GREEN

KING'S ROAD

CHELSEA

ERUARY ST

CHELSEA RP

COMMERCIAL RP

BELGRAVE RP

BATTERSEA Bridge

BATTERSEA PARK

THAMES RIVER

South Western Railway

PUTNEY Bridge

South Western Railway

BLACKFRIARS BRIDGE

WATERLOO BRIDGE

HUNGERFORD BRIDGE

Proposed Extent of Basins to Westminster Bridge

Proposed Extent of Basins from Westminster to Blackfriars Bridge

CENTRAL STATION

Terrace & Public Walk

Railways existing and

Proposed Railway thus

THE L

F

M

J. Basire. Litho. London.

No. 415. Ordered by Th

PORTMAN SQUARE
CAVENDISH SQUARE
BEDFORD SQUARE
LINCOLNS INN FIELDS
HANOVER SQUARE
GROSVENOR SQUARE
BERKELEY SQUARE
SOHO SQUARE
LEICESTER SQUARE
COVENT GARDEN MARKET
ST JAMES SQUARE
BELGRAVE SQUARE
LOWNDES SQUARE
HUNGERFORD MARKET

OXFORD STREET
NEW OXFORD ST
HIGH HOLBURN
HOLBORN HILL
FLEET STREET
STRAND
PICCADILLY
REGENT STREET
REGENTS QUADRANT
BOND STREET
PALL MALL
THE MALL
CHARING CROSS
WHITEHALL
WESTMINSTER BRIDGE
WATERLOO BRIDGE
HUNGERFORD BRIDGE
BLACKFRIARS BRIDGE
NEW BRIDGE ST
VICTORIA ST
FARRINGDON ST
CHANCERY LANE
FETTER LANE
SHOE LANE
TOTTENHAM COURT ROAD
CHARLOTTE ST
GT RUSSELL ST
BLOOMSBURY ST
HART ST
NEW CHURCH ST
CROWN ST
BROAD ST
ENDELL ST
DRURY LANE
GT WYLD ST
PORTUGAL ST
SERLE ST
CARY ST
NEWCASTLE ST
PICKET ST
SEVEN DIALS
LONG ACRE
BOW STREET
KING ST
HENRIETTA ST
SOUTHAMPTON ST
ST MARTINS LANE
CHANDOS ST
WELLINGTON ST
WATERLOO PLACE
CHARLES ST
JERMYN STREET
ST JAMES'S STREET
REGENT ST
HAYMARKET
BERNERS STREET
NEWMAN ST
DEAN STREET
CARLISLE STREET
CONDUIT STREET
OLD BOND STREET
DAVIES STREET
NEW BOND STREET
GEORGE ST
HANOVER ST
PRINCES ST
HOLLES ST
REGENT ST
JOHN ST
EDWARD ST
DUKE ST
ORCHARD ST
PORTMAN ST
OLD QUEBEC ST
UPPER BROOK ST
NORTH AUDLEY ST
PARK STREET
BROOK STREET
GROSVENOR ST
MOUNT STREET
BERKELEY ST
GROSVENOR PLACE
CHAPEL ST
HALKIN ST
MILTON PLACE
HYDE PARK CORNER
CONSTITUTION HILL
BIRD CAGE WALK
GT GEORGE STREET
VICTORIA ROAD
Buckingham Palace
PARK LANE
HYDE PARK
GREEN PARK
ST JAMES PARK
PALACE GARDENS
Cumberland Gate
1 Mile
1 Hur.

CROSS SECTION OF SUBW
Surface of Street
Iron Plate
Chamber for Gas & Water Pipes
Sewer
Rails
SCALE OF FEET

Standidge & Co. Litho London

HARLESDEN GREEN
LONDON & NORTH
KENSALL GREEN
N.W. & S.W. JUNCTN RY
GREAT WESTERN RAILWAY
WEST BOURNE
PADDINGTON
PADDINGTON STATION
REGENTS CANAL
REGENTS PARK
PORTLAND TOWN
EUSTON SQ. STATION
SOMERS TOWN
KINGS CROSS STATION
PENTONVILLE
EAST ACTON
WEST LONDON RAILWAY
BAYSWATER
UXBRIDGE ROAD
NOTTING HILL
HOLLAND TOWN
KENSINGTON GRAVEL PITS
KENSINGTON GARDENS
HYDE PARK
SERPENTINE RIVER
KENSINGTON PALACE
GREEN PARK
ST JAMES PARK
BUCKINGHAM PALACE
WESTMINSTER BRIDGE
THE NEW PARLIAMENT HOUSES
WATERLOO STATION
SUSPENSION BRIDGE
STARCH GREEN
SHEPHERDS BUSH
HAMMERSMITH OR GOLD HAWKE ROAD
HAMMERSMITH
KENSINGTON
KENSINGTON ROAD
KNIGHTSBRIDGE
HIGH STREET KENSN
GREAT WESTERN ROAD
KING STREET
BROADWAY
NORTH END
EARLS COURT
NEW BROMPTON
BROMPTON
CHELSEA
PIMLICO
MILLBANK PENITENTIARY
WEST OF LONDON AND WESTMINSTER CEMETERY
WALHAM GREEN
FULHAM
CASTELNAU
BARNES
BATTERSEA PARK
BATTERSEA
NINE ELMS STATION
SOUTH LAMBETH
KENNINGTON OVAL
THE RIVER

THAMES

RIVER

WATERLOO BRIDGE

BLACKFRIARS BRIDGE

PROPOSED NEW RAILWAY

SOUTHWARK BRIDGE

QUAY WALL

APPROACH

BRIDGE STREET

BLACKFRIARS ROAD

GROUND STREET

COMMERCIAL ROAD

CANTERBURY SQUARE

FALL 1 IN 40
RISE 1 IN 50

ROADWAY

FLOATING BASIN

DWELLING HOUSES

WHARFS STORES

FALL 1 IN 40
RISE 1 IN 240

CHARING CROSS

WEST STRAND

BUCKINGHAM STREET

CRAVEN STREET

HUNGERFORD BRIDGE

WHITEHALL PLACE

RAILWAY TERMINUS

WHITEHALL

PARLIAMENT STREET

ROADWAY AND AVAILABLE FOR GARDENS

ESPLANADE

BRIDGE ST.

WESTMINSTER BRIDGE

BRIDGE ROAD

PALACE YARD

WESTMINSTER HALL

HOUSES OF PARLIAMENT

ST REET

MILLBANK

ROADWAY

SHOPS

FLOATING BASIN

FALL 1 IN 43
RISE 1 IN 190

BELVEDERE ROAD

Lambeth Palace

SKETCH ELEVATION

WHITEHALL OR TEMPLE GARDENS.

VIADUCT

LEVEL OF TEMPLE GARDENS

TRINITY HIGH WATER

SCALE FOR PLAN

500 Feet 4 3 2 1 0 500 1000 1500 2000 2500 3000 Feet

Lines

W. & Son, Lith.rs to the Queen.

LONDON & BIRMINGHAM RAILWAY

GREAT NORTHERN RAILWAY

CAMDEN TOWN

ISLINGTON

REGENTS PARK

HIGH STREET

REGENTS CANAL

KINGSLAND ROAD

HACKNEY ROAD

GLOBE TOWN

EASTERN

CITY ROAD

OLD STREET

ST JOHN STREET

COWELL STY

FINSBURY PLACE

BISHOPSGATE STREET

WHITECHAPEL ROAD

COMMERCIAL ROAD

NEW ROAD

EDGWARE ROAD

PORTLAND PLACE

TOTTENHAM COURT ROAD

CHARLES ST

GREAT RUSSELL ST

HENRIETTA ST

HOLBORN

HOLBORN HILL

ABERNETHY ST

LINCOLNS INN FIELDS

WEST SMITHFIELD

POST OFFICE

ST PAULS

CORNHILL

LONG ACRE

FLEET STT

OXFORD STREET

REGENT STT

COVENTRY ST

PICCADILLY

PALL MALL

TRAFALGAR SQUARE

WATERLOO PLACE

WATERHALL

BLACKFRIARS BRIDGE

BLACKFRIARS ROAD

LONDON & S. WESTERN RAILWAY

THAMES

THE CUTTING

PADDINGTON

GREAT WESTERN RAILWAY

BAYSWATER

HYDE PARK

KENSINGTON GARDENS

KNIGHTSBRIDGE

HYDE PARK CORNER

GREEN PARK

ST JAMES'S PARK

WESTMINSTER BRIDGE

WESTMINSTER ROAD

OBELISK

BOROUGH ROAD

BOROUGH

LONDON ROAD

TABERNACLE CHAPEL

BERMONDSEY

ROTHERHITHE

NEW KENT ROAD

KENT ROAD

LONDON AND GREENWICH

CROYDON

KENSINGTON

CHELSEA

VAUXHALL BRIDGE ROAD

NEWINGTON

WALWORTH ROAD

KENNINGTON COMMON

CAMBERWELL

THE REFORM RAILWAY BOOKS

# DESCRIPTION of Mr. *Henry Harrington Bird's* PLAN of Proposed THAMES EMBANKMENT and RAILWAY.

---

PLANS Nos. XXIII. to XXVI.

# DESCRIPTION.

THE objects claimed as being attainable by this Plan are threefold:—An improvement of the Navigation of the River Thames; a sanitary benefit by the Removal of the present injurious and unhealthy Mud-banks; facilities for Communication both for Persons and Goods between the City of London and the West End and Suburbs.

The first object will (as shown by the Evidence taken by "the Commissioners appointed by Her Majesty to inquire into and consider the most effectual means for Improving the Metropolis") be secured by the Embankment, which is intended to be constructed according to the Line already selected by the Admiralty, and "which will cause the River to ebb and flow in an uniform and deep channel."

The second point will be effected, partly by the system of Floating Docks, in which a head of water, changing at every tide, will be continually maintained; and, at other parts of the River bank, by a solid Embankment covering the ground, now merely a Mud-bank, at low water.

The third object will be materially gained by the new Road (carried on columns about 12 feet above the top of the Embankment) which, commencing at Whitehall Place, near Charing Cross, and terminating at Chatham Place, on the north side of Blackfriars Bridge, will open an entirely new and convenient route for Carriages or Foot-passengers between the West End and City *viâ* Earl Street, New Earl Street (now being constructed) and Cannon Street. The attainment of this object will, however, be most powerfully aided by the proposed Railway, which will not only greatly facilitate a cheap and speedy transit of Passengers between the City and West End, but by means of its connexion with the Westminster Terminus Railway (already authorised by Parliament), and through the latter with all the Metropolitan Lines, will enable Passengers and Goods, to an enormous amount, to be readily conveyed to and from the Suburbs, and the manufacturing and country districts, without being carried, as at present, through the streets of the Metropolis.

The main peculiarities of the present plan are, the attainments of all the points recommended by the Report of the Royal Commission, before referred to, with a combination of the Railway, which would be carried out without any interference with the River Trade; such an adaptation of Docks, and of solid Embankment, as will afford to Wharfingers accommodation equal to that at present enjoyed by them; and such a general arrangement of Works as will prevent any injury, otherwise than one of a very temporary nature, being inflicted on any interest.

The accompanying Plans show the position of the intended Works, together with the Levels of the Road, Embankment, and Railway; the method by which it is proposed to enable Craft to pass from the River *under the Road* and *over the Railway* (by a Lock and Iron Aqueduct) into the Floating Docks, and the connexion, by means of the Westminster Terminus Railway, of the proposed Line with all the Metropolitan Lines of Railway.

*Henry H. Bird.*

London, June 20th, 1855.

Enlarged Plan at D

Enlarged Plan at C.

THA

Parish of St. John The Evangelist

Junction with Westminster Terminus Railway

Victoria Street

Bridge Street

Junction of Road with Whitehall Place

Lock entrance to Floating Dock

Tidal entrance to Floating Dock

Hungerford Bridge

Waterloo Bridge

Junction of Road with Surrey St.

Junction of Road with Norfolk St.

Junction of Road with Arundel St.

Entrance to Tidal Dock

LEVEL OF TRINITY HIGH WATER MARK

LEVEL OF RAILWAY

LEVEL OF PUBLIC CARRIAGE ROAD

TOP

LEVEL OF RAILWAY

LEVEL

TUNNEL 1570 YARDS.

1 IN 1668

1 IN 81.71

1 IN 5148

1 IN 528

1 IN 62

1 IN 214

1 IN 1562

1 Mile

2 Miles

Lon.n, Lith.a to the Queen

THE REFORM LIBRARY

# PLAN

SHOWING THE CONNECTION OF ALL THE

## METROPOLITAN LINES

WITH THE

## WESTMINSTER TERMINUS RAILWAY,

And by means of it with the

PROPOSED

## THAMES EMBANKMENT RAILWAY.

Railways open.
Lines authorized by Parliament.
Proposed Thames Embankment Railway.

SCALE OF MILES

1855

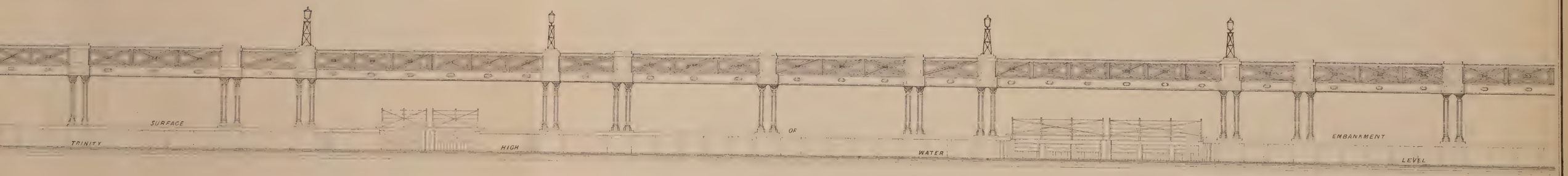
N°. 415. Ordered, by The House of Commons, to be Printed, 23 July 1855

Henry Hansard, Printer

PLAN, Nº XXV.

# THAMES EMBANKMENT AND RAILWAY.

## ELEVATION OF THE PROPOSED VIADUCT
FOR THE
## PUBLIC CARRIAGE ROAD,
SHOWING ALSO
## LOCK AND TIDAL ENTRANCES
TO
## FLOATING DOCKS.




SCALE OF FEET.

0 5 10 20 30 40 50

Henry Austin.

1855

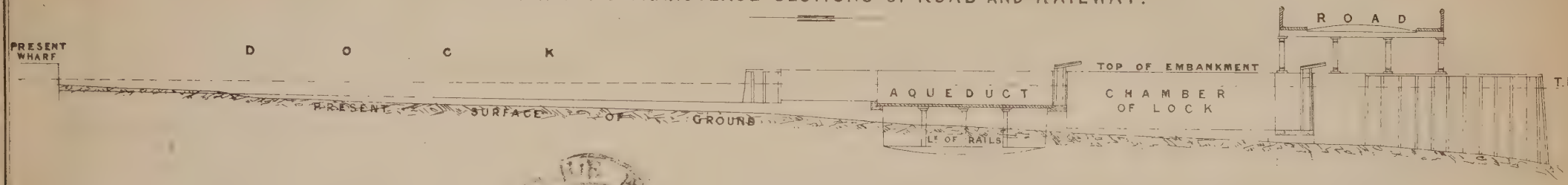
Nº 415. Ordered, by The House of Commons, to be printed, 23rd July 1855.

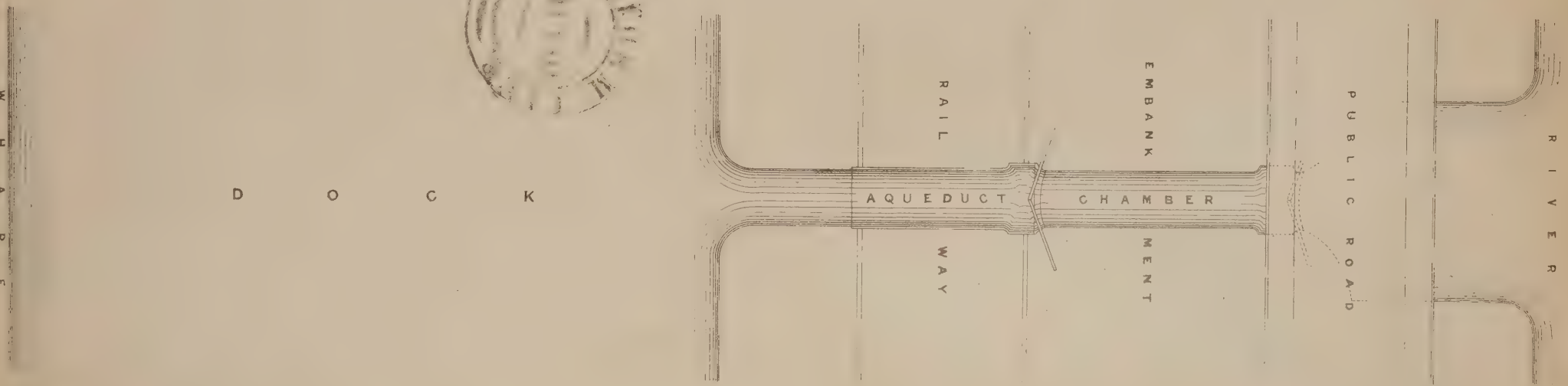
# THAMES EMBANKMENT AND RAILWAY.

## PLAN AND SECTION OF A LOCK AND ENTRANCE,

*SHOWING ALSO*

## PLANS AND TRANSVERSE SECTIONS OF ROAD AND RAILWAY.




SCALE OF FEET.

PLAN Nº XXVI

SELECT COMMITTEE ON METROPOLITAN COMMUNICATIONS.

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KENTISH TOWN

NEW CATTLE MARKET

HACKNEY

LONDON & BIRMINGHAM RAILWAY

GREAT NORTH^N RAILWAY

CAMDEN TOWN

ISLINGTON

REGENTS PARK

HIGH STREET

CITY ROAD

KINGSLAND ROAD

VICTORIA

GLOBE TOWN

NEW ROAD

TOTTENHAM COURT ROAD

PORTLAND PLACE

EASTERN COUNTIES

OLD STREET

CURTAIN ROAD

SHOREDITCH

MILE END

PADDINGTON

GREAT RUSSELL ST

HOLBORN

LINCOLNS INN FIELDS

FINSBURY PAVEMENT

BISHOPSGATE STREET

WHITECHAPEL ROAD

COMMERCIAL ROAD

OXFORD STREET

BAYSWATER

LONG ACRE

FLEET ST

ST PAULS

CORNHILL

FENCHURCH STREET

REGENTS ST

COVENTRY ST

PICCADILLY

STRAND

BUCKINGHAM ST

RIVER THAMES

HYDE PARK

KENSINGTON GARDENS

PALL MALL

WATERLOO BRIDGE

WATERLOO ROAD

BLACKFRIARS ROAD

LONDON BRIDGE

KNIGHTSBRIDGE

HYDE PARK CORNER

GREEN PARK

ST JAMES'S PARK

WHITEHALL

S^TH WESTERN RAILWAY STA

BOROUGH

THE TUNNEL

WESTMINSTER BRIDGE

WESTMINSTER ROAD

OBELISK

BOROUGH ROAD

BERMONDSEY

ROTHERH

LONDON ROAD

NEWINGTON CAUSEWAY

NEW KENT ROAD

VAUXHALL BRIDGE ROAD

LONDON AND

PLAN, Nº XXVIII.

# PLAN

OF THE PROPOSED STREETS

from the Great Northern Railway Station at Kings Cross,
and from Kings Road, Bedford Row, to the Post Office,

AND THE IMPROVEMENT OF THE COMMUNICATION

from Holborn Hill to Skinner Street,

by

*Thos. Taylor, Archt. and Surveyor.*
*Lime Street Chambers,*
*Leadenhall Street.*

Weston Street
Pentonville Road
Caledonian Road
Barnsbury Road
Penton Street
Wharton Street
Granville Sq.
Euston Street
Guildford Street
Tavistock Street
Judd Street
Marchmont Street
Guildford Place
Coppice Row
Cold Bath Prison
Phœnix Place
Baynes Row
Doughty Street
Eagle Street
Red Lion Street
Theobalds Road
Gray's Inn Road
Northampton Street
Lloyd Square
Percy Street
Rosoman Street
Wilmington Square
Lloyd Baker Street
Bernard Street
Tavistock Place
Russell Square
Brunswick Square
Woburn Place
Upper Woburn Place
Burton Crescent
Tavistock Square
Judd Street
Brunswick Street
Hunter Street
Brunswick Place
Leigh Street
Cartwright Street
Judd Place West
Judd Place East
Handel Street
Herbrand Street
Mecklenburgh Square
Mecklenburgh Street
Guilford Street
Russell Square
Upper Woburn Place
Tavistock Square
Woburn Walk
Bedford Place
Bedford Square
Bedford Row
Southampton Row
Theobalds Road
Red Lion Street
Red Lion Square
Lamb's Conduit Street
Great Ormond Street
Queen Square
Ormond Street
Great Queen Street
Lincoln's Inn Fields
Kingsway
Holborn
Drury Lane
Wych Street
Aldwych
Strand
Clare Market
Portsmouth Street
Lincoln's Inn
Chancery Lane
Fetter Lane
Fleet Street
Shoe Lane
Farringdon Street
Bridewell Place
New Bridge Street
Blackfriars Bridge
Whitefriars Street
Carmelite Street
Temple Avenue
Victoria Embankment
Temple Gardens
Temple Pier
Middle Temple Lane
Inner Temple Lane
Inner Temple
Middle Temple
Essex Street
Devereux Court
Milford Lane
Arundel Street
Norfolk Street
Surrey Street
Howard Street
Carting Lane
Strand Lane
Somerset House
Waterloo Bridge
Waterloo Place
Pall Mall
Cockspur Street
Charing Cross
Whitehall
Horse Guards
Parliament Street
Downing Street
Great George Street
Abingdon Street
Victoria Street
Westminster Abbey
Westminster Hall
Houses of Parliament
St. Stephen's Clock Tower
Westminster Bridge
Lambeth Palace
Lambeth Bridge
Millbank
Vauxhall Bridge
Grosvenor Road
Chelsea Bridge
Battersea Bridge
Albert Bridge
Battersea Park
Chelsea Embankment
Cheyne Walk
Battersea Park Road
Queen's Road
Sloane Square
Sloane Street
Knightsbridge
Hyde Park Corner
Piccadilly
Green Park
Buckingham Palace
Buckingham Palace Road
Grosvenor Place
Victoria Station
Victoria Road
Pimlico
Belgrave Road
Chester Square
Eccleston Square
Eccleston Bridge
Vauxhall Bridge Road
Vauxhall Walk
Kennington Road
Kennington Lane
Kennington Park Road
Kennington Oval
Clapham Road
Stockwell Road
Brixton Road
Camberwell New Road
Camberwell Road
Walworth Road
Old Kent Road
Westminster Bridge Road
Lambeth Walk
Lambeth Road
Lower Marsh
Waterloo Road
Blackfriars Road
Stamford Street
Great Suffolk Street
Union Street
Borough High Street
Borough Road
Southwark Bridge
Southwark Bridge Road
Queen Street
Cannon Street
Cannon Street Station
Upper Thames Street
Lower Thames Street
Thames Street
Tower Hill
Trinity Square
Tower of London
Mark Lane
Fenchurch Street
Fenchurch Buildings
Leadenhall Street
Leadenhall Market
Gracechurch Street
Lombard Street
Birchin Lane
Cornhill
Bank
Bank of England
Royal Exchange
Threadneedle Street
Bishopsgate Street Within
Bishopsgate Street Without
Liverpool Street
Liverpool Street Station
Broad Street
Broad Street Station
Old Broad Street
London Wall
Moorgate Street
Moorgate Street Station
Finsbury Pavement
Finsbury Circus
Blomfield Street
Wilson Street
Finsbury Square
Chiswell Street
Milton Street
Fore Street
Grub Street
Whitecross Street
Golden Lane
Old Street
Old Street Road
City Road
Goswell Road
Aldersgate Street
Aldersgate Street Station
Barbican
Long Lane
Charterhouse Lane
Charterhouse Square
Charterhouse Street
Smithfield Bars
Smithfield Market
Cow Cross
St. Bartholomew's Hospital
West Smithfield
Giltspur Street
Giltspur Street Compter
Christ's School
Newgate Street
Cheapside
Wood Street
Foster Lane
Gresham Street
Gresham College
Post Office
King Edward Street
Queen Victoria Street
Mansion House
Poultry
Prince's Street
Princes Street
Threadneedle Street
Lothbury
Old Jewry
Gresham Street
Basinghall Street
Coleman Street
Moorfields

PLAN, No XXIX.

**Plan**

REFERRED TO BY JAMES PENNETHORNE, ESQR

In his Evidence of

28TH JUNE 1855

PARSONS GREEN

FULHAM ROAD

WALHAM GREEN

NORTH END ROAD

Kensington Canal

HOLLAND PARK

KENSINGTON

QUEEN'S ROAD

BAYSWATER

GREAT WESTERN RAILWAY

Grand Junction Canal

BIRMINGHAM RAILWAY

WESTBOURNE

KILBURN

RIVER

BATTERSEA BRIDGE

BRIDGE ROAD

BATTERSEA PARK

THAMES

FULHAM ROAD

CHELSEA

KING'S ROAD

BROMPTON

Gore Plantation

KENSINGTON GARDENS

SERPENTINE RIVER

HYDE PARK

Westbourne Terrace

Canal Junction

PADDINGTON

EDGWARE ROAD

ST JOHN'S WOOD ROAD

PORTLAND TOWN

FINCHLEY ROAD

AVENUE ROAD

PARK ROAD

REGENT'S PARK

OUTER CIRCLE

Primrose Hill Road

SLOANE STREET

Eccleston Street

SQUARE

Belgrave Place

CHELSEA RD

PARK LANE

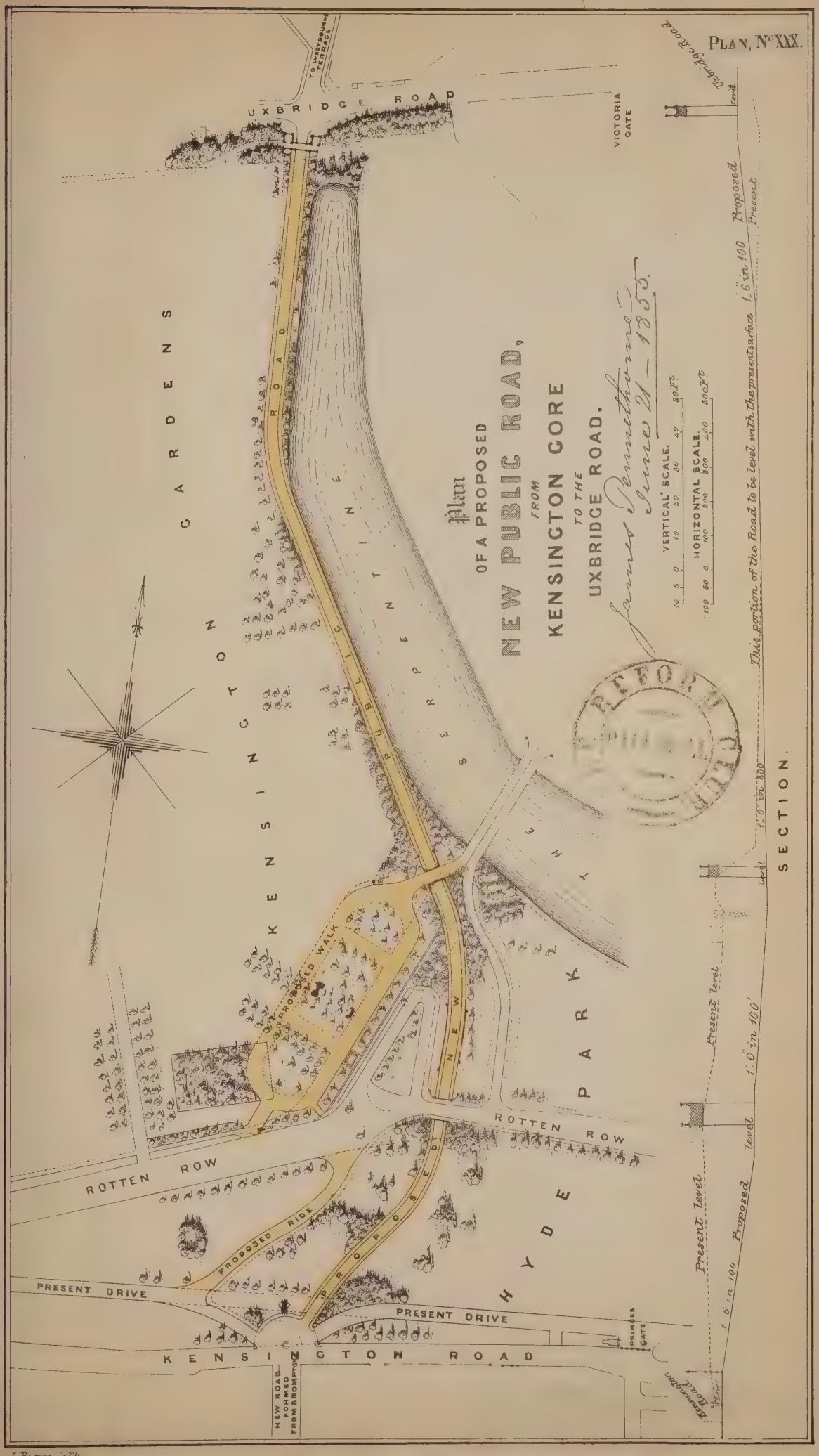
OXFORD STREET

NEW ROAD

BASIN

BRIDGE

No 415




J. Basire, lith.

Nº 415. Ordered, by The House of Commons, to be Printed 23rd July 1855.
Henry Hansard, Printer.

EXPLANATION to PLAN and SECTION of the Proposed CITY TERMINUS, RAILWAY, and STREET IMPROVEMENTS, referred to in Papers furnished by *Charles Pearson*, Esq., and delivered in on 27th June 1855.

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PLANS Nos. XXXI. to XXXIV.

# EXPLANATION to Plan and Section of the Proposed City Terminus Railway, and Street Improvements.

---

The parts tinted Red represent the Streets to be created, enlarged, or reformed.

The Trunk Line of Railway, with four double Lines, will be formed under Victoria Street from Maiden Lane, passing under the raised Viaduct at Holborn Valley to the Stations in Farringdon Street.

**A A.** Terminal Stations for such of the great Railway Companies North of the Thames as may choose by means of Branch Lines to afford City Passengers the accommodation they require. These Stations, although only intended for the use of City Passengers by Branch Lines, contain more superficial area, and more platform and other accommodation, than the London Bridge Station for the South Coast, South Eastern, Epsom, North Kent, Greenwich, Croydon, and Crystal Palace Lines, together with the Fenchurch Street Station, which now accommodates the Blackwall and Docks' Junction Line, and is intended to *dis-accommodate* in addition the City Passengers by the North Western, North Eastern, Eastern Counties, Great Western, North Woolwich, and Tilbury and Southend Lines.

**B B.** Stations for Passengers by Suburban Lines, Bayswater, Paddington, the Docks' Junction, &c., and for the Cheap and Frequent Trains proposed to be run by the Great Northern Line to and from Potters Bar.

**C.** Station for occasional Trains to accommodate Clerkenwell and the North Eastern Parts of the Metropolis.

**D.** Ditto for the Northern Suburbs.

**E.** Station for the accommodation of Passengers to the City and parts adjacent, in connexion with the Docks' Junction from Camden Town, Highbury, &c. &c.

**F.** Meat Market, four times as large as Newgate Market, with standing room for Butchers' Carts inside, and a Railway and Sidings underneath to receive the Carcases from the Slaughter Houses near the New Cattle Market, and also to receive the Meat brought by Steam Boats and the Great Railways, without blocking up the Streets with Railway Waggons and Vans.

**G.** A Market, twice as large as Farringdon Market, for Potatoes, Vegetables, and Fruit, with the convenience of Railway Sidings and standing room in the Market for Carts.

**H.** Receiving Offices for Goods, to relieve Gresham Street, Lawrence Lane, the Old Bailey, Wood Street, and the other Narrow Streets and Lanes where the Railway Carriers now have their Offices and Warehouses.

These Receiving Offices will have twice as much room as all these Offices put together, and more than the North Western Goods Station in Haydon Square; it will be surrounded by Wide Streets, and having Railway Sidings underneath, Goods may be despatched to and received at Bath from these Offices *in less time than they can now be sent to Paddington* from the Receiving Houses in the City.

---

Farringdon Street, the Site of the Proposed Stations, possesses peculiar facilities for distributing Passengers; it is one of the Longest, Straightest, Widest, most regular and least frequented Streets in London, whilst Fenchurch Street Station is in the *narrowest, most crowded, and busy* Streets and Lanes. The London Bridge Stations filter the Passengers from their numerous Lines through a Gateway 27 feet 2 inches wide, and pass them over overcrowded London Bridge, intersected by the Steep Incline to the Wharves in Tooley Street.

PLAN, Nº XXXI.

(Nº 1.)

# Plan and Section

OF THE PROPOSED

# CITY TERMINUS RAILWAY,

AND

## STREET IMPROVEMENTS.

J. W. Stevens Archt
35, New Bridge Street

Standidge & Cº Lithe London.

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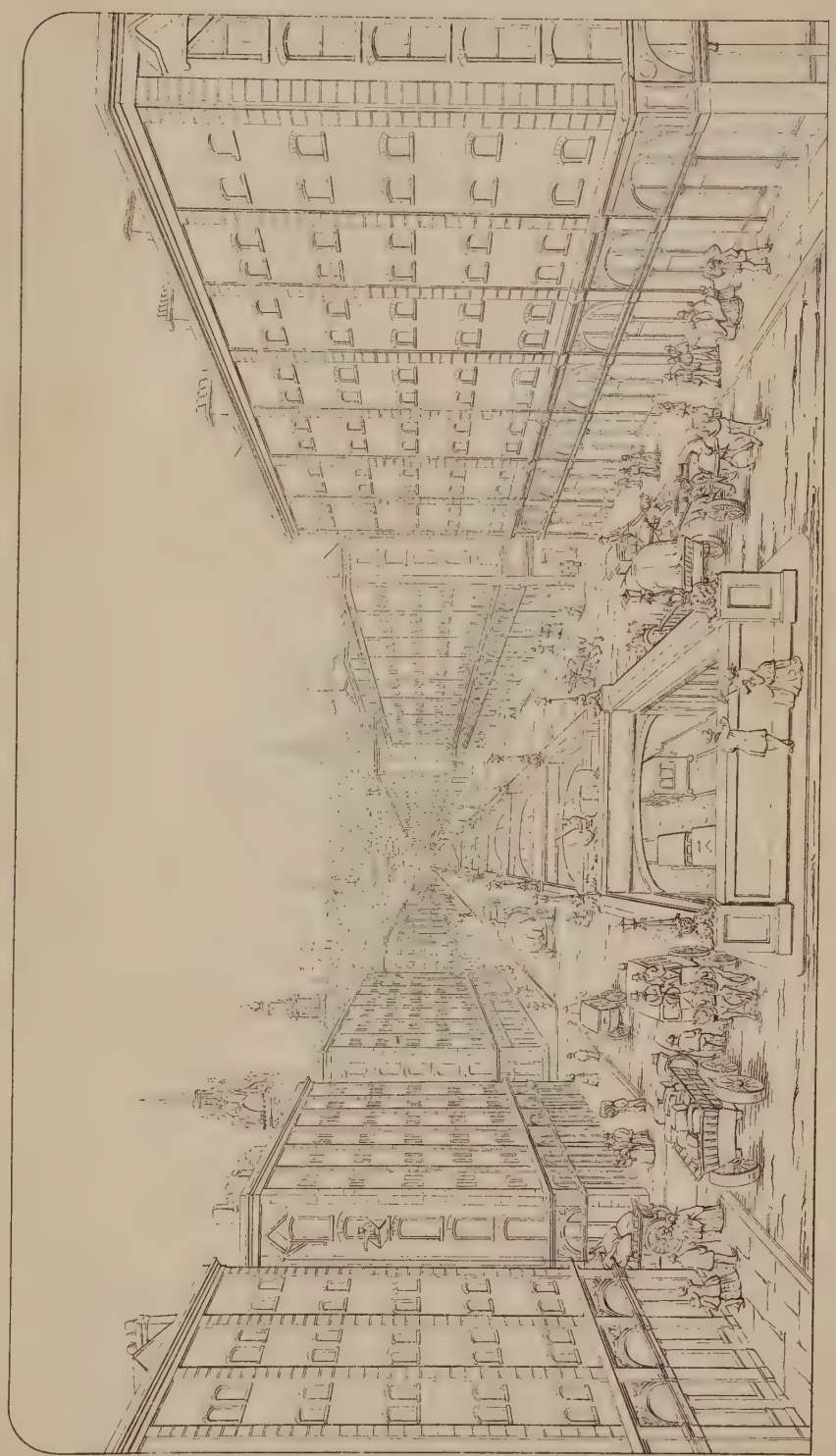
Henry Hansard, Printer

PLAN N°XXXII[1]

N° 2.

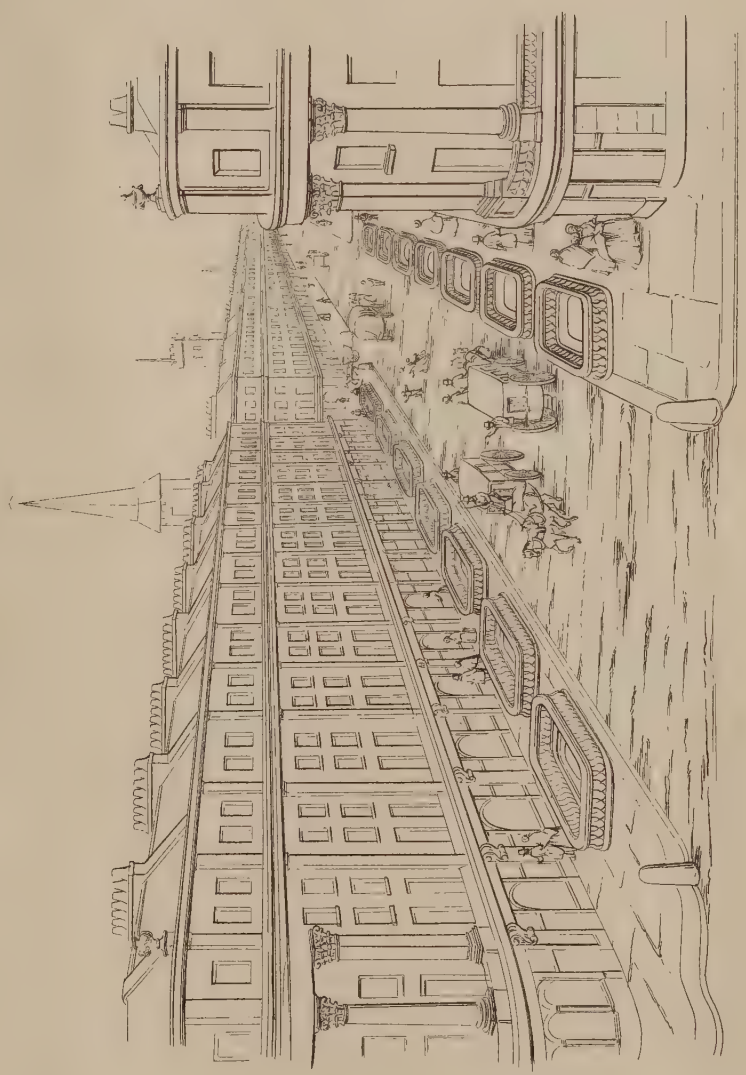


N°. 415. Ordered, by The House of Commons, to be Printed, 23rd. July 1855

Day & Son Lith.rs to the Queen

Henry Hansard Printer

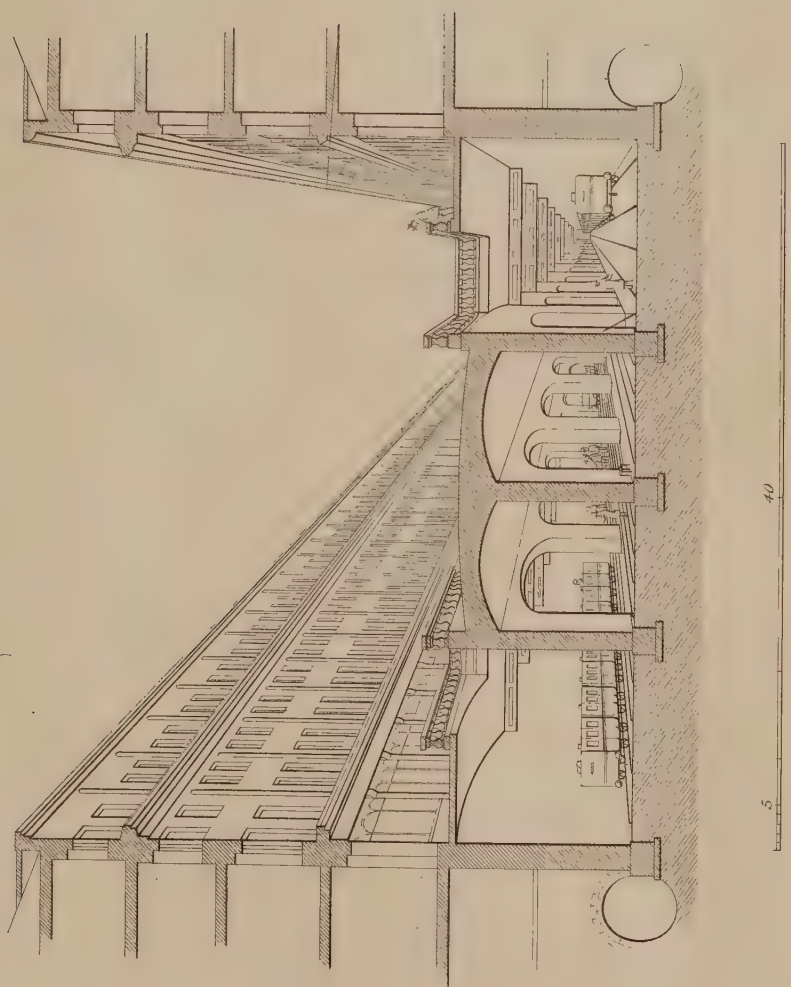
PLAN N°XXXII.[2]



N° 415. Ordered, by The House of Commons, to be Printed, 23rd July 1855.

Day & Son Lith.rs to the Queen.

PLAN, No. XXXII(3)

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Henry Hansard, Printer

(Nº 3.) PLAN Nº XXXIII.

# SKELETON MAP

## of Mr Pearson's proposed TRUNK RAILROAD & CITY STATIONS,

*Showing the modes of Junction with the Great Northern & Great Western Railways & likewise with the Eastern Counties & the North Western Railroads by means of the Dock Junction Line, now carrying Passengers from Kilburn to Fenchurch St; likewise showing the contemplated Site of Finsbury Park, & also a Site for a Suburban Cattle Market, in connexion with the Proposed Meat & Vegetable Markets near the Railway, North of Holborn Bridge (Vide Map, Nº 1.*

SCALE.

0 10 20 30 40 50 60 70 80 Chains — ⅛ ¼ ⅜ ½ 1 Mile

REFERENCE.

- *Existing Lines* ——
- *Proposed Trunk Line & Branches* - - - - -
- *Line from Camden Town and North Western to Fenchurch St.* ——
- *Junction of Dr with Eastern Counties Railway* - - - - -

CROUCH END
HIGHGATE
HORNSEY LANE
HORNSEY ROAD
HANLEY ROAD
TOLLINGTON PARK
SEVEN SISTERS ROAD
GT NORTHERN RAILWAY
RESERVOIR
NEW RIVER
STAMFORD HILL
ABNEY PARK CEMETERY
NEWINGTON GREEN
HIGH STREET
HIGHGATE RISE
MAIDEN LANE
JUNCTION ROAD
HOLLOWAY ROAD
TUFNELL PARK ROAD
UPPER HOLLOWAY
STOKE NEWINGTON
CLAPTON
LEA BRIDGE ROAD
CAMBRIDGE LINE
RESERVOIR
EAST LONDON WATERWORKS CANAL
KENTISH TOWN
GLOUCESTER RD
TUFNELL PARK WEST ROAD
SITE OF NEW CATTLE MARKET
LOWER HOLLOWAY
HIGHBURY
Highbury Grove
Site of the proposed ALBERT (Finsbury) PARK
KINGSLAND
SHACKLEWELL
DALSTON
HOMERTON
PROPOSED JUNCTION WITH THE GT WESTERN RAILWAY
ALTERNATIVE LINE
CAMDEN TOWN
PROPOSED JUNCTION TUNNEL
MODEL PRISON
BALLS POND ROAD
ISLINGTON CATTLE MARKET
UNITING THE NORTH WESTERN, THE EASTERN COUNTIES & THE BLACKWALL RAILWAYS
HACKNEY
HACKNEY WICK
NORTH WESTERN STATION
BELLE ISLE
EAST & WEST INDIA DOCKS JUNCTION R.
BEAUVOIR
CHURCH ROAD
NEW TOWN
CHURCH ST
COLCHESTER LINE
ROMFORD ROAD
STRATFORD
REGENTS CANAL
HAMPSTEAD ROAD
ALBERT ROAD
OLD PANCRAS ROAD
CT NORTHERN STATION
ISLINGTON
HOXTON
REGENTS PARK
VICTORIA PARK
SIR GEORGE DUCKETT'S CANAL
EAST & WEST INDIA DOCKS JUNCTION RAILWAY
OLD FORD
NORTH WOOLWICH RAILWAY
NW STATION
KINGS CROSS
PENTONVILLE
THE ANGEL
CITY ROAD
HACKNEY ROAD
CAMBRIDGE HEATH
BETHNAL GREEN
GLOBE TOWN
BOW ROAD
BOW BRIDGE
BROMLEY
NEW ROAD
GRAYS INN ROAD
BRACKLEY ASYLUM
CLERKENWELL GREEN
JOHN STREET ROAD
OLD STREET ROAD
ROSOMON ST
BETHNAL GREEN ROAD
STATION
EASTERN COUNTIES RAILWAY
EAST LONDON CEMETERY
GREAT CENTRAL GAS CONSUMERS WORKS
TOTTENHAM COURT ROAD
NEW COURT
BRIDGE
BARNARD'S INN
FINSBURY SQUARE
BARBICAN
CITY BOUNDARY
SMITHFIELD
HOLBORN
HOLBORN HILL
BROAD ST
FARRINGDON ST
FLEET ST
FLEET BRIDGE
OLD BAILEY
NEWGATE ST
POST OFFICE
GUILD HALL
LONDON WALL
BISHOPSGATE ST
ALDGATE
WHITECHAPEL Rd
MILE END ROAD
CITY OF LONDON
ST PAULS
BANK EXCHG
LEADENHALL ST
CORNHILL
POULTRY
WALBROOK
FENCHURCH ST
STATION
COMMERCIAL ROAD
LIMEHOUSE CUT
RAILWAY
RIVER LEA
EAST INDIA DOCKS
BLACKWALL RAILWAY
INDIA DOCK ROAD
POPLAR HIGH ST
BASIN
ROSEMARY LANE
BACK ROAD
CUSTOM HO.
TOWER
ST KATHARINE DOCKS
LONDON DOCK
NEW DOCK
RIVER THAMES
THE POOL
WEST INDIA DOCKS
BLACKWALL REACH

SELECT COMMITTEE ON METROPOLITAN COMMUNICATIONS.

PLAN, No. XXXIV.

# A MAP OF THE EXISTING STATIONS

AT FENCHURCH STREET AND LONDON BRIDGE, AND OF THE PROPOSED STATIONS IN FARRINGDON AND VICTORIA STREETS,

SHOWING TO THE SAME SCALE THE POSITION AND SIZE OF THE SEVERAL STATIONS AND APPROACHES.

## PLAN
### OF THE APPROACHES TO THE
Blackwall.
Eastern Counties Extension.
Camden Town and E. & W. I. Docks.
North Western.
Eastern Counties.
Northern & Eastern and Gravesend & Tilbury
RAILWAYS.

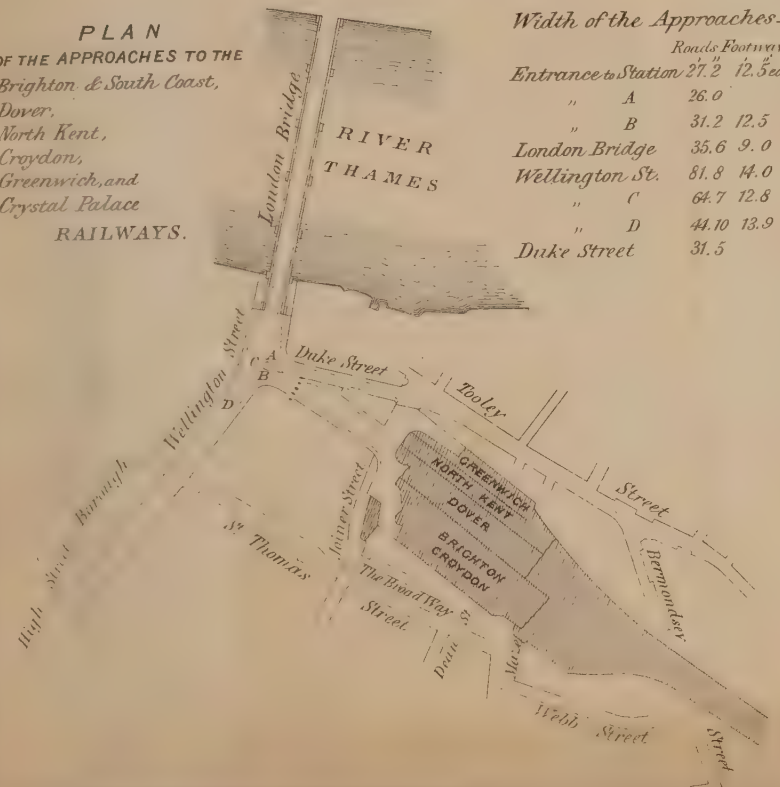
*Width of the Approaches—*

| | Feet |
|---|---|
| Fenchurch Street A | 29.6 |
| " B | 33.10 |
| " Railway Place | 28.0 |
| " | 36.4 |
| " London Street | 18.1 |
| " | 28.4 |
| " Mark Lane | 26.4 |
| " | 22.3 |
| " New London St. | 12.2 |
| " | 11.0 |
| " Billiter Street | 29.9 |

*Scale of both Plans*

0 50 100 200 300 400 500 1000 1500 Feet

## PLAN
### OF THE APPROACHES TO THE
Brighton & South Coast,
Dover,
North Kent,
Croydon,
Greenwich, and
Crystal Palace
RAILWAYS.




*Width of the Approaches—*

| | Roads | Footway |
|---|---|---|
| Entrance to Station | 27.2 | 12.5 each |
| " A | 26.0 | |
| " B | 31.2 | 12.5 |
| London Bridge | 35.6 | 9.0 |
| Wellington St. | 81.8 | 14.0 |
| " C | 64.7 | 12.8 |
| " D | 44.10 | 13.9 |
| Duke Street | 31.5 | |

## PLAN
### *Of the Proposed*
### STATIONS AND APPROACHES AT
### *FARRINGDON STREET.*

### REFERENCE:

*Width of Approaches from the North.*

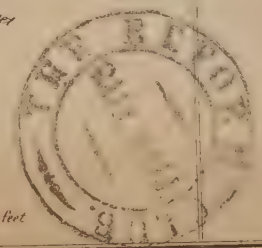
| | Feet |
|---|---|
| Victoria Street | 100 |
| Turnmill Street | 40 |
| Holborn Hill | 80 |
| Skinner Street | 55 |
| Snow Hill | 50 |
| New Street from Smithfield | 50 |
| Shoe Lane | 40 |

*Approaches from the South.*

| | |
|---|---|
| Farringdon Street | 100 |
| New Street to Old Bailey | 50 |
| Ludgate Hill | 40 |
| Ludgate Hill | 45 |
| Fleet Street | 45 |
| New Bridge Street | 84 |

*SCALE*

0 50 100 200 300 400 500 1000 1500 feet



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# I N D E X

TO

# REPORT

FROM THE

# SELECT COMMITTEE

ON

# METROPOLITAN COMMUNICATIONS.

*Ordered, by* The House of Commons, *to be Printed,*
23 *July* 1855.

415.—I.

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Boon conferred by the recent abolition of the City toll, 1302——It is very desirable to abolish all turnpikes which encircle the metropolis, and to defray the expense of repairing the roads by means of district or county rates, 1303–1311.

*Berens & Blumberg, Messrs.* Reference to the arbitration in order to determine the amount to be received by this firm for quitting their former premises, *Tite* 93. 128.

*Bird, Henry Harrington.* (Analysis of his Evidence.)—Engineer, 1121——Submits several plans in elucidation of a proposition for embanking a portion of the Thames on the north side, and for making a public road and railway in connexion therewith; these plans explained; 1122 *et seq.*——The railway should commence by a junction with the Westminster Terminus Railway and should end near Southwark Bridge; mode of construction described; the line would mainly be taken from the bed of the river adjoining the road and embankment, 1123, 1124. 1126–1132——The road would run from Whitehall-place to Blackfriars Bridge, and would likewise be built over the bed of the river, 1125, 1126. 1129–1131.

How the road and railway should be worked, 1126. 1138——The road would be on columns, about twelve feet above the surface of the embankment, 1131——The railway would be about twelve feet below the surface of the embankment, and would be between retaining walls, *ib.*——Mode proposed for the entrance of barges into the docks, 1133——There will never be any mud in the docks, 1134, 1135——There will be no difficulty in regard to sewers, 1136, 1137——The entire cost is estimated at 550,000 *l.*; 1138——Steps taken in regard to carrying out the scheme; reason for the Bill having been thrown out in Parliament; *ib.*

*Blunt, Rev. Walter.* (Analysis of his Evidence.)—Curate of St. Botolph, Aldgate, 1139——Refers to a plan, necessarily incomplete, of street improvements in the City, 1140, 1141——

Report, 1855—*continued.*

*Blunt, Rev. Walter.* (Analysis of his Evidence)—*continued.*

1141——Suggested street, to begin near Gray's-Inn and terminate at the Commercial-road; route proposed for this street; its advantages; 1142-1147. 1159-1167——The line from the Commercial-road, as proposed, should be continued to Piccadilly by a branch street from Dudley-street out of Holborn, 1147. 1151——Piccadilly might be united to the new line by a deviation to the north in the course of Queen-street, 1147, 1148——Branch street or arcade contemplated from the proposed street down to Lothbury, 1150.

Proposition for another street more northward, so as to give a new line of communication from the whole of the north-east of London to Piccadilly, Oxford-street, &c.; route to be taken explained in detail; 1152-1158——Extent of new property necessary to be acquired in carrying out the two proposed lines from east to west, 1157-1159——Assumption that the alterations would amply remunerate for the outlay on account of the increased value of the frontage, 1161, 1162——Suggestion for a new communication from Tottenham-court-road to Trafalgar-square, 1168-1170.

*Board of Works.* Witness is architect and surveyor under the Board of Works, *Pennethorne*, 1383——Has had under consideration various improvements in connexion with metropolitan communications, *ib.* 1384 *et seq.*——Since 1851 the Office of Works has had the charge of improvements in the metropolis, *ib.* 1456, 1457.

*See* also *Coal Tax. Kensington to Bayswater, &c. Metropolitan Board of Works. Southwark.*

*Bread-street to Fish-street, &c.* Judicious line of street which has been projected from Bread-street to Fish-street and Earl-street, *Bennoch* 204.

*Bridges.* All the metropolitan bridges should be made toll-free, *Tite* 98. 111, *Bennoch* 274; *G. L. Taylor* 316, 317; *Few* 675; *Bell* 1281; *Pennethorne* 1481——If Parliament should decide to buy the London bridges, the sum to be paid will doubtless be calculated by the value of the receipts, *Tite* 153——The counties united by the bridges above the metropolitan bonndary should contribute to make the bridges toll-free, *Bennoch* 275-277——As regards railways in the metropolis, it is very desirable that the same bridges be made available for railways and for roads, *G. L. Taylor* 336.

Witness was chairman of the Select Committee appointed in 1854 for the purpose of inquiring into the metropolitan bridges, *Oliveira* 411——Has prepared a Bill founded upon the Report of the Committee, which Bill he purposes to bring into Parliament, *ib.* 412, 413——Copy of the Bill delivered to the Committee, *ib.* 414, 415, and *Ev. p.* 46-51.

Enactments proposed by Mr. Oliveira in regard to the appointment and functions of commissioners, *p.* 46, 47——Enactments proposed with respect to the purchase of the bridges, *ib.* 47, 48——Also with regard to mortgaging powers in the commissioners, *ib.* 48——Also with regard to the question of rates, *ib.* 48-51——Also with regard to accounts, *ib.* 51.

Willingness of the Corporation of the City to bear their fair proportion of opening the metropolitan bridges, *Hall* 554-556——Decided approval of a rate over the district to which the coal tax extends, as a means of purchasing the bridges for the public, *Few* 676, 677. 680-683——The prospective value of the bridges must be considered in the event of their being purchased, *ib.* 678, 679.

Both Southwark Bridge and Waterloo Bridge should be made toll-free, *Beaumont* 1043-1048——Objection to new bridges over the river, as interfering with the flowing of the tide, *Bell* 1091——The expense of making the bridges toll-free should be borne by a general district rate instead of by the counties on each side of the river, as is usually the case, *Pennethorne* 1482, 1483——Approval of a district rate for making the bridges toll-free, *E. Green* 1512-1514; *E. B. Green* 1594, 1595.

*See* also *Hungerford Bridge. Paul's, St., Bridge. Southwark Bridge. Temple Bridge. Tower Bridge. Westminster Terminus Railway.*

*Browse, Henry.* (Analysis of his Evidence.)—System in regard to expenditure on the roads under the management of the Metropolis Roads Commission, 1702, 1703——Amount of expenditure in 1854; 1704, 1705——Improved state of the roads since the consolidation of the several trusts in 1826; 1705——Grounds for preferring the present management of the roads to a management by means of the forty-five commissioners under Sir Benjamin Hall's Bill, 1706-1711——The present commissioners are elected for life, but have the option of resigning 1712, 1713——The watering toll as well as the night toll and the Sunday toll have been abolished for several years, 1714——Adequacy of the amount of the present lettings to meet the necessary expenditure, 1715.

*Bunning, James B.* (Analysis of his Evidence.)—Architect and surveyor to the City of London, 851——Produces a plan of the improvements sanctioned by the Corporation, and explains the same to the Committee, 852-854——Cannot give any definite estimate of the cost of continuing Cannon-street to the back of the Mansion House, 855-859.

Report, 1855—*continued.*

C.

*Cannon Street.* See *New Cannon Street.*

*Cardwell, Right Hon. E., M.P.* Circumstance of the London Railway scheme having been approved by Mr. Cardwell, when President of the Board of Trade, before whom it was brought by Sir M. Peto, the late Mr. Geach, and witness, *Hawkshaw* 870. 888, 889.

*Cattle Market.* See *Islington Cattle Market.*

*Charing Cross Junction Railway and Thames Embankment.* Witness has made a careful survey, and prepared plans and sections, showing that an under-ground railway may be made from the Adelphi-terrace to the London and North Western Railway, without any interference with property or with the sewers, *Giles* 570–574——Sundry advantages comprised in the proposed railway, *ib.* 577, 578. 587–594. 597. 617–625——Witness estimated the cost of the railway tunnel proposed by him at 600,000 *l.*, and the whole cost at about two millions, *ib.* 585. 595, 596. 603——Proposed to lay branch railways from Hungerford Bridge to Southwark and Westminster Bridges along the contemplated Thames Embankment, *ib.* 575 *et seq.*

The scheme would provide a junction between all the Metropolitan lines, *Giles* 577, 578——Distance and route of the proposed line; it affords no engineering difficulties, *ib.* 580–584. 586. 602. 617, 618——Depth of the tunnel below the surface, *ib.* 613, 614——The tunnel would be wide enough for the broad gauge, *ib.* 615, 616——Nature of the gradients on the line, *ib.* 627–630.

Plan of the improvements proposed by Mr. Giles, *App. p.* 204——A railway communication might readily be effected between the London and North Western and the South Western tsations, by means of a tunnel north of the Thames, &c., but it would be a partial measure, *G. L. Taylor* 695.

*Chartered Incorporations.* Large funds of some of the City companies, or chartered incorporations; objection to applying such funds to City improvements; *Bennoch* 286–289.

*Cheapside.* The west end of Cheapside should be set back as far as possible, and a projecting house south-east of St. Paul's removed, so as to render more open the way to St. Martin's-le-Grand, *G. L. Taylor* 410.

*Cheapside to Holborn, &c.* See *Railways,* 5. *Streets,* 2.

*City, The.* The City improvements have in the main been well conducted, *Tite* 45——Excellent, though expensive, manner in which the City property is managed, *ib.* 57–61. 74——Excellent manner in which the purchase of property is managed by the City through a committee appointed for the purpose, and assisted by the City solicitor and surveyor, *ib.* 128–135——Some of the City improvements have been very judicious and beneficial, but several of them have been ill devised and very badly carried out, and have involved much useless expenditure; instances in illustration; *Bennoch* 189, 190.

Witness is chairman of the Improvement Committee of the City; has been connected with the Corporation for twenty-seven years; *Hall* 488, 489——In letting land, or in carrying out improvements, the Corporation have entirely studied the public good, *ib.* 522, 523——Enormous sums expended by the City on public works, and consequent want of means which alone prevents the Corporation from carrying out improvements, *ib.* 533–535. 560.

Considerable property owned by the City, *Tite* 52——If the property were sold the Corporation could not be kept up, *ib.* 53. 61, 62——Very heavy taxation in the City, *ib.* 54–56.

The City possess very little property on either side of the Thames, *Bennoch* 252——Grounds upon which witness recommends that the property of the City be disposed of and applied to metropolitan improvements, *ib.* 267–273. 277——From 60,000 *l.* to 80,000 *l.* a year might be saved in the expenditure of the Corporation, *ib.* 270–272——Liberal spirit in which the City authorities have met the Metropolitan Railway Company, *Fowler* 931.

Table showing the number of inhabitants and inhabited houses in the metropolis and in the City (within and without the Walls), and the rated rental of the City, in the years 1811 and 1851, *App. p.* 202.

*See* also *Aldgate to Lincoln's-Inn Fields. Bread-street to Fish-street, &c. Coal Tax. Cost of Improvements. Embankment of the Thames. Gresham Street. Ground Rents. Holborn. Islington to Southwark. New Cannon Street. New Victoria Street. Rate. Sewerage. Streets. Traffic. Wren, Sir Christopher.*

*City Road.* Amount of traffic expected to be diverted from the City-road, &c., by witness's railway scheme, *Bell* 1102–1108——The City-road toll is the only one under the direct management of the Metropolis Roads Commissioners, the other tolls being all let, *E. Green* 1527–1529.

Report, 1855—*continued.*

*City Terminus Railway.* Outline of Mr. Pearson's plan of railway communication from King's Cross to Farringdon-street, *Stevens* 1202——Proposed arrangement in regard to stations, whereby the accumulation of vehicles at the Farringdon-street terminus will be prevented, *ib.* 1246–1249.

Conveyances as now used from the more distant railway stations to the City would not be required if there were a central station, *Pearson* 1347. 1349——Exceptions taken to the objections urged against witness's scheme by the commission appointed in 1846 upon the subject of metropolitan railways, *ib.* 1348——Enumeration of several establishments in the City where great numbers of persons are employed; advantage of a central terminus to such persons; *ib.* 1349.

Size of the London Bridge stations and the Blackwall stations compared with that of the proposed central station, with a view to show that the latter will not cause any inconvenience, *Pearson* 1348-1354——Plan in illustration, *App. p.* 204——The central station will have eleven distinct exits for its traffic, *Pearson* 1354——Illustration, as afforded by the price per ton per mile at which the Great Northern Company carry coals, of the expediency in a commercial point of view of carrying large number of passengers at low charges, *ib.* 1355, 1356.

The main objects of witness are to give free access to the north and north-west parts of the metropolitan suburbs, to induce the population now crowded in and around the City to reside in the suburbs, and to convert the property occupied by them to purposes of public utility and convenience, *Pearson* 1355–1362——On public considerations alone, and not on private grounds, witness bespeaks the favour of the Committee to his project, in the prosecution of which he has expended over a period of twenty years a vast amount of money and of time, *ib.* 1357——Considerable extent to which the scheme has received public countenance, *ib.*——Commercial importance of the scheme to the railways north of the river, *ib.* 1357, 1358.

Witness explains his model to the Committee; papers delivered in on the subject, *Pearson* 1378, and *App. p.* 198-200——Further statements by Mr. Pearson in explanation and support of the projects submitted by him to the Committee, *App. p.* 198–200.

Plan of the proposed City terminus railway, and street improvements, *App. p.* 204——Sketches of proposed railway, *ib.*——Section through sketch, *ib.*——Skeleton map of proposed trunk railroad and City stations, showing junctions, &c., *ib.*

The Committee refer to the railway project as capable of obviating the present inconvenience in regard to goods traffic between the railways, the river, and the docks, *Rep. p.* vi.

*See* also *Coal Traffic. Goods Traffic. Meat, &c., Conveyance of. Metropolitan Railway*, 3. *Middle and Lower Classes. Sanitary Improvements. Suburbs. Under-ground Railways.*

*City Toll.* Boon conferred by the recent abolition of the City toll, *Bennoch* 1302.

*Coal Tax.* The coal tax is the only fund properly available for carrying out City improvements, *Tite* 51——Amount of the coal tax, *ib.* 102, 103——The tax is 1*s.* 1*d.* per ton; that is, 4*d.* for the City, 8*d.* for the metropolitan district, and 1*d.* for the Tower Hamlets; *ib.* 104–107——Witness prefers the coal tax to an improvement rate for carrying out the required improvements, *ib.* 111–118.

The duty at 4*d.* per ton is the property of the Corporation of London, and is applied to improvements within the City, *Sir John Key* 478. 482——Witness delivers in a tabular statement of the amounts annually for the last three years, in respect of the coal duty at 8*d.* per ton, and 4*d.* per ton, and at 1*d.* per ton, *ib.* 478——The amounts of duty at 8*d.* per ton and at 1*d.* per ton are paid to the Woods and Forests, and are applied to improvements out of the City, *ib.* 478–481. 483–487.

Purpose originally of the 8*d.* coal duty; it has been continued as the London Bridge Approaches Fund, *Hall* 490, 491——The approaches to London Bridge left a charge of about one million on the 8*d.* coal duty, which charge, with all others on the same duty, will be liquidated about 1862, *ib.* 494–501. 541–549——The city improvements have been partly defrayed out of the 4*d.* coal duty, which witness considers to be the property of the Corporation under trust, *ib.* 535–540.

Grounds on which witness defends the application of the coal-tax belonging to the City to the purposes of City improvements, though he would like to see some equitable arrangements for abolishing the tax altogether, *Pearson* 1375–1378——Statement in favour of the principle of the coal tax for the purposes of improvements, *Pennethorne* 1454, 1455. 1458.

*See* also *Covent Garden Improvements. Rate. Southwark.*

*Coal Traffic.* Improvements anticipated as regards the coal traffic, if there were a short railway from the stations on the north of the Thames to the south side, *Haddon* 162. 181, 182——Advantage of Mr. Pearson's proposed railway, in regard to the conveyance of coals into the metropolis, *Stevens* 1239–1244.

*Coals,*

Report, 1855—*continued.*

*Coals, Price of.* Effect of the tolls on the Islington roads in raising the price of coals 3*d.* per ton within a certain locality, *E. Green* 1492, 1493——Witness is contractor for the horses which convey the coals from the Great Northern Railway, *Wiggins* 1531, 1532——Amount of tolls paid by witness; effect thereof in raising the price of coals in certain districts, *ib.* 1533-1548——Average delivery by witness of from 500 to 700 tons of coals daily, *ib.* 1535. 1546–1548.

*Commercial Road to Gray's-Inn.* See *Streets*, 2.

*Consolidated Fund.* Suggested assistance out of the Consolidated Fund towards a street, proposed by witness and Mr. Hawkshaw, from Bow-street to Cheapside, *Parrott* 968——Suggestion that two-thirds of the cost of improvements be defrayed out of a rate levied over a district round the metropolis, and one-third out of the Consolidated Fund, *Pennethorne* 1459–1470. 1482, 1483.

*Corporation of London.* See *City, The.*

*Cost of Improvements.* Instances of improvements in the City, in case of houses being removed, whereby there has been a pecuniary gain to the City, *Tite* 25, 26. 46——Very considerable gain to the City in the case of a new street planned by witness, *ib.* 46, 47——Loss to the City of an average of from 50 to 70 per cent. if they sold their landed, &c. property, and invested the proceeds in new streets, *ib.* 61–64——Means for meeting the expense of the bridges and railways, &c. proposed by witness without taxing the State, *G. L. Taylor* 366–373. 398–400——The City improvements produce an average loss of about sixty per cent. on the outlay, *Hall* 506, 507.

Suggested establishment of a commission with power to raise 3,000,000 *l.* by rates, which sum would carry out the scheme of improvements proposed by witness, *G. L. Taylor* 710——Saving if the total sum required were not borrowed at once, but were raised year by year, and spent when raised, *Pennethorne* 1472–1477. 1479. 1484–1486——Doubt as to the propriety of the cost being all thrown upon the present generation, *ib.* 1477, 1478——An ultimate cost of 3,000,000 *l.* ought to effect the improvements necessary for the accommodation of the traffic; the purchase of the bridges is not included herein, *ib.* 1479–1481. 1484, 1485.

Recommendation that when the improvements contemplated partake more of the character of a public benefit than of a commercial speculation, care be taken by such means as economising the waste spaces of the river, or opening new streets through poor neighbourhoods, to diminish the cost of the undertaking to the lowest possible point, *Rep. p.* iv.

*See* also *Coal Tax. Consolidated Fund. Ground, Cost of. Private Enterprise. Rate. Terminable Annuities.*

*Covent Garden Improvements.* The coal tax is supposed to be appropriated up to 1862, but any surplus is to be devoted to the Covent garden improvements, *Pennethorne* 1453.

*Crowding of Thoroughfares.* See *East and West Communications. Traffic.*

*Crystal Palace.* Facilities for reaching the Crystal Palace through the means of the projected communications and extensions in connexion with the Metropolitan Railway, *Fowler* 929.

*Crystal Way and Railway.* Witness submits a model and plans to the Committee in elucidation of the improvements proposed by him, *Moseley* 416–419——Railway proposed from Cheapside to Oxford-street Circus and Regent-street Quadrant, *ib.* 420 *et seq.*——Super-way or Crystal-way proposed in connexion with the railway; explanation generally hereon, *ib.* 425 *et seq.*——Character of the ground required; much of it is very inferior, *ib.* 426–428. 451——The level of any street would not be interfered with, *ib.* 429–431——There would be a penny toll to the Crystal-way which would only be for foot-passengers, *ib.* 436–439. 461, 462——Easy means of access to the Crystal-way and railway, *ib.* 440–443.

Number of passengers expected to use the railway and Crystal-way daily, *Moseley* 445–449——The whole undertaking is calculated to cost about 2,000,000 *l.*; calculation in detail hereon, *ib.* 451–454——Paper delivered in showing the mode proposed for raising funds to carry out the undertaking, and for making it national property by means of a sinking fund, *Moseley p.* 56, 57——The different parishes on either side of the Crystal-way should submit to a local rate towards its cost, *Moseley* 472–475——Extent and value of shop frontage in the Crystal way, *ib.* 467–469.

A guarantee is not essential to the carrying out of witness's plan, *Moseley* 860——His plans and scheme, as proposed to the Committee, were registered in December 1852, *ib.*——He subsequently tried to carry it out by a public company, but nothing has yet been done, *ib.*

Plan of the proposed Crystal way, *App. p.* 204——Section showing Crystal-way and railway, *ib.*——Cross section through Crystal-way, *ib.*——Plan showing blocks of buildings from which Mr. Moseley's model was formed, *ib.*

Report, 1855—*continued.*

D.

*Dawe, Edward.* (Analysis of his Evidence.)—Livery-stable keeper and hackney-man, 1603——Great inconvenience through the want of a direct communication from Pall-mall to Pimlico and Westminster; remedy thereof if a road were made from the end of Birdcage-walk to Pall-mall, 1604-1610. 1616, 1617——Improvement if the inconvenience of Park-lane were obviated by prolonging Hamilton-place, 1611-1615.

*Direct Routes.* Importance of having great longitudinal avenues, and also transverse avenues, as nearly straight as possible, *Bennoch* 190——Recommendation that more direct lines of communication should be established than now exist between several principal points of the metropolis, *Rep. p.* iv.

*See* also *East and West Communications. Kensington to Bayswater, &c. Pall Mall to Pimlico, &c. Railways. Streets.*

*District Rate.* See *Rate.*

*Docks.* Great inconvenience now felt with regard to the traffic from the London Docks and the St. Katherine's Docks to London Bridge, *Tite* 3. 6, 7. 39——Suggestion that this inconvenience be remedied by widening George-street, and by making a new street from Trinity-square into Tower-street, *ib.* 3-7——It is desirable but not essential to widen Tower-street, *ib.* 5——Docks contemplated behind the embankment proposed by witness, *Bennoch* 296——Witness's railway scheme is proposed to be extended under-ground from Fore-street to the Docks, *Bell* 1275-1278.

Recommendation of the Committee in favour of Mr. Tite's proposal for a street from Trinity-square to Tower-hill, which would greatly relieve the traffic to and from the Docks, *Rep. p.* v.——*See* also *Postern Row.*

*Dodd, Henry.* (Analysis of his Evidence.)—Contractor and brick-maker, 1573——Objects strongly on several grounds to the tolls now levied on roads in the parish of Islington, 1574-1578.

E.

*East and West Communications.* The greatest streams of traffic are east and west, *Bennoch* 192——The present thoroughfares east and west are not sufficient, *ib.* 193——Very long time taken in getting from the London Bridge stations to the Great Western station, *Sir J. Paxton* 714——Unsuitableness of a scheme some years since for making a road from St. Paul's to Kensington Gardens, *ib.* 716.

*See* also *Aldgate to Lincoln's-Inn Fields. Embankment of the Thames. Great Victorian Way. London Railway. London Railway Arcade. Metropolitan Railway. Railways,* 5, 6. *Southwark. Streets,* 2. *Westminster Terminus Railway.*

*Eastern Counties Railway.* Mode of communication proposed between the Metropolitan Railway, as extended, and the Eastern Counties line; new and improved station contemplated in Moorgate-street, *Fowler* 908.

*Electric Telegraph.* Extended use of electric wires proposed to be made by Professor Wheatstone through means of the under-ground chambers along the projected London Railway, *Parrott* 964.

*Embankment of the Thames:*

1. *Generally.*
2. *Plan proposed by Mr. Gisborne.*
3. *Plan proposed by Mr. Beaumont.*
4. *Plan proposed by Mr. Bird.*
5. *Conclusion by the Committee adverse to the several schemes.*

1. *Generally:*

An improvement, greater than any yet suggested by witness, would be the embankment of the Thames, *Bennoch* 249, 250. 295, 296——The cost of the embankment and the subsequent repairs would, to a great extent, be defrayed out of the amount to be realised from various sources in carrying out the work, *ib.* 249. 298, 299——Reference to an old charter of the corporation as contemplating the formation of the embankment, *ib.* 251——The improvement suggested should be carried out as vigorously as possible, *ib.* 292, 293——Reference to private buildings sanctioned by the corporation and projecting into the river so as to interfere with the proposed embankment, *ib.* 293, 294——Advantage of carrying the embankment down to Greenwich, *ib.* 295, 296——The Middlesex side should be the first embanked, *ib.* 297.

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*Embankment of the Thames*—1. *Generally*—continued.

Obstacle on account of the expense of embanking the south side of the Thames, *G. L. Taylor* 386——It would be a great advantage if the embankment on the south side went over the wharves, *ib.* 695——The embankment on the north side is much wanted, *ib.*

The embankment of the Thames was considered by witness some years ago, but he thought it impracticable to carry out the same so as to answer the purposes required, *Sir J. Paxton* 716.

2. *Plan proposed by Mr. Gisborne:*

Witness submits a plan for embanking a portion of the Thames and rendering the same a means of communication from east to west, *Gisborne* 972 *et seq.*——Railway contemplated on the south of the river from Lambeth Palace to Blackfriars Bridge; gradients of this line; *ib.* 974. 976–678——Railway contemplated on the north side from Westminster Bridge to London Bridge, *ib.* 974, 975. 1004——Proposed erection of quay walls, which will contract the river to a width of 700 feet, and near London Bridge to 650 feet, *ib.* 979. 989——It is proposed to dredge the river to a minimum depth of five feet, *ib.* 979——Foundations proposed for the quay walls, *ib.* 979. 1029.

Propositions for tidal basins to accommodate the existing traffic, as well as new and increased traffic; arrangements in detail in regard to these basins, *Gisborne* 978-988——Right to the river frontage proposed to be given to the wharfingers, *ib.* 988. 1023–1028——Consideration of the effect of narrowing and deepening the river upon the current; increase of scouring power thereby, *ib.* 989–994——The ordinary tides will rise higher, but not the extraordinary tides, *ib.* 993. 999–1002——Provision for a sufficient quantity of material for carrying out the roadway, &c., *ib.* 995–998——On the Middlesex side there are to be no tidal basins above Whitehall, *ib.* 1003.

Arrangements proposed for enclosing and making use of the waste land about Hungerford Bridge, *Gisborne* 1005–1007——Opinion as to the expediency of continuing the carriage-road as far as Westminster Bridge, *ib.* 1007——Advantage of the carriage-road as proposed on the north side of the river, *ib.* 1008–1012——Description of the several arrangements for occupying the ground on the Middlesex side; there would be first an esplanade, twenty feet wide, and covered with glass, for foot passengers; next a range of buildings, with the railway encased therein, so as not to cause vibration or annoyance; and next a road forty feet wide for coal traffic, &c.; *ib.* 1012–1018.

There are no engeneering difficulties in carrying out the scheme, *Gisborne* 1019——The estimate for the total cost of the undertaking is 1,883,765 *l.*; abstract of estimate delivered in; *ib.* 1020-1022. 1029——Compensation to be given to present wharf-owners, *ib.* 1021. 1023–1025. 1027——Abstract of estimate showing the total cost, the annual income, and the profit, *ib.* 1029——Calculation that the profit will be six-and-a-half per cent., *ib.* 1029–1032.

Plan or map in illustration of the proposition of Mr. Gisborne, *App. p.* 204.

3. *Plan proposed by Mr. Beaumont:*

Proposition for making a new street to the Thames from the front of the National Gallery, and for continuing the same, by a quay or embankment, as far as Southwark Bridge, *Beaumont* 1035–1042. 1049–1056——There should be a new street from Southwark Bridge to the Bank, in connexion with the embankment, *ib.* 1040——Witness also proposes to embank a portion of the south side of the river, and to make improved communications between Southwark Bridge and the London Bridge railway stations, *ib.* 1041, 1042——Advantages comprised in witness's scheme, *ib.* 1042. 1049, 1050——Mode in which the embankment should be constructed, *ib.* 1049–1053——Witness has not calculated the cost, *ib.* 1054——Explanatory remarks in regard to the formation of the quay, delivered in, *ib. p.* 119, 120.

4. *Plan proposed by Mr. Bird:*

Witness submits several plans in elucidation of a proposition for embanking a portion of the Thames on the north side, and for making a public road and railway in connexion therewith; these plans explained; *Bird* 1122 *et seq.*——The railway should commence by a junction with the Westminster Terminus Railway, and should end near Southwark Bridge; mode of construction described; the line would mainly be taken from the bed of the river adjoining the road and embankment; *ib.* 1123, 1124. 1126–1132——The road should run from Whitehall-place to Blackfriars Bridge, and would likewise be built on the bed of the river, *ib.* 1125, 1126. 1129–1131——How the road and railway should be worked, *ib.* 1126. 1138.

The road would be on columns, about twelve feet above the surface of the embankment, *Bird* 1131——The railway would be about twelve feet below the surface of the embankment, and would be between retaining walls, *ib.*——Mode proposed for the entrances of barges into the docks, *ib.* 1133——There will never be any mud in the docks, *ib.* 1134, 1135——The entire cost is estimated at 550,000 *l.*; *ib.* 1138——Steps

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*EMBANKMENT OF THE THAMES*—continued.

4. *Plan proposed by Mr. Bird*—continued.

taken in regard to carrying out the scheme; reasons for the bill having been thrown out in Parliament; 1138.

Plan and section of the Thames Embankment and Railway, as proposed by Mr. Bird, *App. p.* 204——Elevation of proposed viaduct, showing lock and tidal entrances to floating docks, *ib.*——Plan and sections of lock and entrance, &c., *ib.*

5. *Conclusion by the Committee adverse to the several Schemes:*

No plan that has been laid before the Committee meets all the requirements of the case, *Rep. p.* vi.

*See* also *Charing Cross Junction Railway and Thames Embankment.* *Palmerston, Viscount.*

F.

*Farringdon Street Railway Terminus.* See *City Railway Terminus.*

*Farringdon Street to St. Paul's.* Improvement, if a certain projected road were carried out from the site of the old prison in Farringdon-street into St. Paul's-churchyard, *G. L. Taylor* 404, 405.

*Ferries.* Proposition for several communications across the Thames east of London Bridge by means of steam ferries, such as are between Brooklyn and New York, *Bennoch* 236–246——Ferry proposed from St. Katharine's Docks to Bermondsey, *ib.* 238——Suggested ferry in order to unite Whitechapel with Greenwich and Deptford, *ib.* 240——There should also be a ferry from Bromley-street, by Ratcliff Cross stairs, to Rotherhithe and the Commercial Docks, *ib.*——There should also be a ferry at Limehouse Hole, *ib.* 241——There should also be ferries lower down, between the Isle of Dogs, &c. and Greenwich, &c., *ib.*

Anticipated diversion of traffic from London Bridge if the ferries proposed by witness be carried out, *Bennoch* 239, 240——The ferries would not prevent the river traffic being duly carried on, *ib.* 242–244——Impression that the Corporation would approve of ferries being carried out, *ib.* 247–249.

*Few, Robert.* (Analysis of his Evidence.)—The net cost of Hungerford Bridge is 127,000 *l.*; 656——The returns are from 6,000 *l.* to 6,300 *l.* a year, 657——Respects in which the bridge does not represent the original intention of the proprietors, 658——Several projects for a more extended use of the bridge which have kept the proprietors in suspense, 658–660. 684–688——If the bridge involve a railway station, it cannot well be bought for the public; but it is very desirable that there should be a free thoroughfare over the bridge; 661–665.

Evidence in favour of Mr. Baly's proposition for making a railway station on the bridge, as well as carriage-ways and footways, 666–673. 692–694——There would be no obstacles on the part of the Hungerford Bridge Company to the proposed station, 674——Every metropolitan bridge should be toll-free, 675——Decided approval of a rate over the district to which the coal tax extends as a means of purchasing the bridges for the public, 676, 677. 680–683——The prospective value of the bridges must be considered in the event of their being purchased, 678, 679——Probability of the proposed station, &c., being remunerative to the promoters or shareholders, 689–691.

*Foot-passengers.* About 200,000 persons enter the City daily on foot, *Pearson* 1340.

*Footman, William.* (Analysis of his Evidence.)—Proposition for a railway to unite the various railways north and south of the Thames; explanation in regard to the construction and working of this railway; its advantages over the Metropolitan Railway, 1057–1090——The project would cost three and a half millions, and would be a most profitable one to the shareholders, 1065–1067.

*Fore Street Railway Station.* See *Railways*, 6.

*Foreshore of the Thames.* Evil resulting from the non-settlement of the claim urged respectively by the City and by the Woods and Forests to the right of the shore between high and low-water mark, *Bennoch* 253–256——Very unsatisfactory state of the present law regarding the foreshore of the river, *Gisborne* 988——The foreshore required for the Thames Embankment is considered by witness in his estimate as not costing anything, *ib.* 1021, 1022. 1032.

*Forster, Matthew.* (Analysis of his Evidence.)—During the last fifty years has observed constant inconvenience arising from the turnpike gates within the metropolis, 1312, 1313——Delivers in a paper containing his views upon the subject; remarks therein upon the abuses of the Metropolis Roads Commission appointed in 1827; also upon the evils resulting from the toll system; 1314, 1315.

*Fowler,*

Report, 1855—*continued.*

*Fowler, John.* (Analysis of his Evidence.)—Explanation as to the present position of the Metropolitan Railway; a line from Paddington station to the Post-office, *viâ* Euston-square and King's Cross, has been sanctioned by Parliament, the shares have all been taken up, and the works are about to commence, 905. 943——Extension proposed by witness of the foregoing line, so that there may be a connexion between the various existing railways; plan produced in illustration of the project; 905 *et seq.*

The Metropolitan Railway, as proposed to be extended, would cross the river south of St. Paul's by a bridge, over which there might also be a roadway, 908. 913. 930, 931 —— Means by which the line should communicate with the South Western and London and Brighton lines, 908——Mode of communication with the Eastern Counties line; new and improved station proposed in Moorgate-street; 908—— Facilities for communicating by the projecting lines with the Great Western Railway, and with the London and North Western and Great Northern Railways, 908-912——Further particulars relative to the proposed bridge; there would be a station on each side; 913-922.

Intention of the Metropolitan Railway Company to promote and carry out the extended scheme projected by witness, 923. 943——Intermediate stations rather than one central station contemplated by the Company; localities for such stations; 923. 936-939——Extent of the saving in postal communication with Paris, &c., by the proposed scheme, 924——Project of the Company for extending the scheme westward by a line from the Paddington station to the Crystal Palace Railway, thereby embracing the traffic of Hammersmith, Kew, Brompton, &c., 925-929. 942, 943——Facilities for reaching the Crystal Palace through means of the proposed communications, 929.

There would be no difficulty in providing for passengers and vehicles over the bridge at St. Paul's, 930-932——Liberal spirit in which the City authorities have met the Metropolitan Company, 931 —— Estimate of two-and-a-half millions as the cost of extending the Metropolitan Railway to the London Bridge, Waterloo, and Shoreditch stations; this sum would amply suffice; 933, 934——There are no engineering difficulties in the way, 935——The relief afforded to the street thoroughfares would be very great, 935——Approval of a part only of the plan submitted by Mr. Hawkshaw, 941.

*France.* More simple and less expensive manner in which property for improvements is purchased in France than in this country, *Tite* 128——Safety with which the French Government have from time to time guaranteed 32,850,000 *l.* upon public works, *Sir J. Paxton* 831.

G.

*Gas and Water Companies.* Saving to gas and water companies through means of the chambers by the side of the London Railway, through which it is proposed to convey the pipes, *Parrott* 964.

*Giles, Frank.* (Analysis of his Evidence.)—Civil engineer, 560——Has made a careful survey and prepared plans and sections, showing that an under-ground railway may be made from the Adelphi-terrace to the London and North Western Railway without any interference with property or with the sewers, 570-574——Proposed to continue this railway over Hungerford Bridge to the Waterloo station, 575. 578——Proposed to enlarge Hungerford Bridge and to make a railway station upon it; explanation hereon; 575. 579. 604-606——Proposed also to lay branch railways from Hungerford Bridge to Southwark and Westminster Bridges, along the contemplated Thames Embankment, 575 *et seq.*

Sundry advantages comprised in the proposed railway, 577, 578. 587-594. 597. 617-625——It would provide a junction between all the metropolitan lines, 577, 578—— Distance and route of the proposed line; it offers no engineering difficulties; 580-584. 586. 602. 617, 618——Witness estimated the cost of the tunnel at 600,000 *l.*, the whole cost at about 2,000,000 *l.*; 585. 595, 596. 603——The railway would not interfere with the sewage, 599-601——Depth of the tunnel below the surface, 613, 614—— It would be wide enough for the broad gauge, 615, 616——Nature of the gradients on the line, 627-630.

*Gisborne, Lionel.* (Analysis of his Evidence.)—Civil engineer of thirteen years standing, 969, 970——Submits a plan for embanking a portion of the Thames, and rendering the same a means of communication from east to west, 972 *et seq.*—— Roadway contemplated on the south of the river from Lambeth Palace to Blackfriars Bridge; gradients of this line, 974. 976-978——Railway contemplated on the north side from Westminster Bridge to London Bridge, 974, 975. 1004——Proposed erection of quay walls, which will contract the river to a width of 700 feet, and near London Bridge to 650 feet, 979. 989.

It is proposed to dredge the river to a minimum depth of five feet, 979——Foundations proposed for the quay walls, 979. 1029——Proposition for tidal basins to accommodate the existing traffic as well as new and increased traffic; arrangements in detail in regard to these basins, 979-988——Right to the river frontage proposed to be given to wharfingers, 988, 1023-1028——Very unsatisfactory state of the present law regarding the foreshore of the river, 988——Consideration of the effect of narrowing and deepening the river upon the current; increase of scouring power thereby, 989-994——The ordinary tides will rise higher, but not the extraordinary tides, 993. 999-1002.

Report, 1855—*continued.*

*Gisborne, Lionel.* (Analysis of his Evidence)—*continued.*

Provision for a sufficient quantity of material for carrying out the roadway, &c., 995-998——On the Middlesex side there are to be no tidal basins above Whitehall, 1003——Arrangements proposed for enclosing and making use of the waste land about Hungerford Bridge, 1005-1007——Opinion as to the expediency of continuing the carriage-road as far as Westminster Bridge, 1007——Advantages of a carriage-road, as proposed, on the north side of the river, 1008-1012——Description of the several arrangements for occupying the ground on the Middlesex side; there would be first an esplanade twenty feet wide, and covered with glass, for foot passengers; next a range of buildings, with the railway encased therein, so as not to cause vibration or annoyance; and next a road, forty feet wide, for coal traffic, &c.; 1012-1018.

There are no engineering difficulties in carrying out the scheme, 1019——The estimate for the total cost of the undertaking is 1,883,765 *l.*; abstract of estimate delivered in; 1020. 1029——The foreshore required is considered as not costing anything, 1021, 1022. 1032——Compensation to be given to present wharf-owners, 1021. 1023-1025. 1027——Abstract of estimate showing the total cost, the annual income, and the profit, 1029——Calculation that the profit will be six-and-a-half per cent. 1029-1032——Lord Palmerston takes a great interest in the undertaking, 1033.

*Goods Traffic.* Contemplated receiving depôts for goods on different parts of the line of railway projected by witness, so that no inconvenience may arise in Farringdon-street, *Pearson* 1363-1365.

Approbation of projects, viz., the Metropolitan Railway and Mr. Pearson's plan, for relieving the streets from the heavy goods traffic in transitu between the railways, the river, and the docks, *Rep. p.* vi.

*Government Aid.* See *Consolidated Fund. France. Great Victorian Way*, 5. *Paris.*

*Great Victorian Way:*

1. *Generally as to the Route, &c. of a projected Boulevard or Railway Girdle, to be termed the "Great Victorian Way."*
2. *Mode of Construction and Working of the Railway.*
3. *Arrangements in regard to an Arcade for Foot and Carriage Passengers.*
4. *Advantages comprised in the Project.*
5. *Propriety of Government Countenance and Supervision.*
6. *Calculation as to the Cost and Revenue; large Profit anticipated.*
7. *Favourable Opinion expressed by the Committee in regard to the Scheme.*

1. *Generally as to the Route, &c., of a projected Boulevard or Railway Girdle, to be termed the "Great Victorian Way:"*

Witness has prepared a plan for the improvement of the whole of the communications of London; produces the same, and explains it generally; *Sir J. Paxton* 711 *et seq.*, and *App. p.* 204——The plan involves the construction of a boulevard or railway girdle starting from a certain point, and returning thereto after a circuitous route, *Sir J. Paxton* 714. 716 *et seq.*——Route of the proposed boulevard, *ib.* 716——A branch from the girdle is proposed to be made from a point close to the South Western station to the Regent Circus, *ib.*——Mode in which it is proposed to cross the river, *ib.*

The girdle is ten miles and two furlongs in length, and the branch one mile and two furlongs, *Sir J. Paxton* 716——The exterior of the building would all be of glass, iron, and pottery ware, *ib.*——In crossing the river the girdle would not be objectionable on any score in regard to its size or the amount of building involved in it, *ib.* 716-729——The river would be crossed twice by the girdle and once by the branch, *ib.* 726. 768.

Reasons why the girdle embraces more of the west than of the east end of London; sufficiency of its extension to the Bank; *Sir J. Paxton* 735-738——Objection to making the girdle at a high level, *ib.* 735.

2. *Mode of Construction and Working of the Railway:*

Reference to the plan in explanation of the detailed construction of the arcade and railway, *Sir J. Paxton* 716——The trains should be worked on the atmospheric principle, *ib.*——There would be eight lines of railway, four being for express trains; arrangement of the lines; how the trains should run; *ib.* 716. 800-809——In passing through Kensington Gardens, as proposed, the girdle might be so constructed as to form a very beautiful object, and to provide a resort in bad weather for equestrians as well as pedestrians, *ib.*

Arrangements for taking up passengers from the steam-boats, *Sir J. Paxton* 722——At night the railway would be used for the transfer of merchandise between the various railway termini, *ib.* 728. 750, 751——The railway would always be twenty-four or twenty-six feet above the roadway, *ib.* 743, 744——Explanation of the mode in which it is proposed to connect the girdle with the several railways which enter the metropolis, *ib.* 745-749——Persons on arriving in London by railway are not likely to use the girdle in lieu of cabs, *ib.* 749. 751——Arrangements for preventing the noise or vibration from the trains being an annoyance to the arcade houses, *ib.* 760, 761.

Report, 1855—*continued.*

*GREAT VICTORIAN WAY*—continued.

2. *Mode of Construction and Working of the Railway*—continued.

Adequacy of the railway accommodation to be provided, *Sir J. Paxton* 796—— Grounds for calculating that the atmospheric system of railway locomotion can be applied with success, *ib.* 797, 798——It is proposed to have two stages of railway, one above the other, in inclosed corridores, *ib.* 800-803. 807-809——The narrow gauge will be used, *ib.* 804——Objection to the carriages running directly on to the lines of the various existing railways, *ib.* 805, 806.

3. *Arrangements in regard to an Arcade for Foot and Carriage Passengers:*

Large arcade, seventy-two feet wide, proposed to be made in the boulevard, *Sir J. Paxton* 716——Lines of railway proposed to be laid on each side of the arcade, *ib.*—— There would also be shops or private houses on each side of the arcade, *ib.* 716. 812.

Explanation of the mode in which the arcade should cross the streets; it should do so generally on a level, *Sir J. Paxton* 716. 739-744——Facility for providing excellent ventilation in the arcade; explanation in detail hereon; *ib.* 716. 732, 733. 818-830—— The arcade would be open to carriages and all public vehicles; check proposed in regard to heavy merchandize; *ib.* 727-730.

Adequacy of light in the arcade for the purpose of shops, *Sir J. Paxton* 734— The pavement of the structure might be of asphalte, *ib.* 754——Facility for keeping the pavement clean, *ib.* 755, 756——Foot passengers or vehicles passing through the arcade would not be charged anything; *ib.* 794. 799.

4. *Advantages comprised in the Project:*

Great saving to be effected in point of time by persons using the railway, *Sir J. Paxton* 716—— Important advantages, on the score of comfort, convenience and health, to be conferred on the community by the proposed arcade, *ib.*——The atmosphere would be a great improvement upon that of the open air in London, and would be a great boon to persons in delicate health, *ib.* 716. 819. 830——Less expense required to keep the covered way or roof of glass in order than the ordinary thoroughfares, *ib.* 716. 731.

Communication by steam boats, &c. will be immensely reduced on account of the much greater facilities offered by the girdle, *Sir J. Paxton* 722-725 ——Facility for extending loops from the girdle so as to accommodate any district becoming very populous, *ib.* 735 ——Advantage of the scheme on the score of a quicker distribution of letters, *ib.* 757-759——Opinion that the project, if carried out, will make London the grandest city in the world, *ib.* 814.

The building would considerably enhance the value of the property through which it passes, *Sir J. Paxton* 816, 817——The scheme would bring about a large amount of competition in regard to property in London, and would increase the value of shops in thoroughfares which are now too crowded for business, *ib.* 850.

5. *Propriety of Government Countenance and Supervision:*

Grounds for the argument that the undertaking, if adopted by a private company, should receive Government countenance, *Sir J. Paxton* 831. 844-848 —— Proposed Government guarantee of four per cent.; advantage of a counter guarantee to Government by the metropolis, *ib.* 431-436——Proposed sinking fund in connexion with the Government guarantee, so that in sixty years the structure may become national property, *ib.* 831. 836. 844-848——Mixed commission proposed for the general direction of the undertaking, and for the purpose of seeing that it was properly carried out by the private company raising the capital, *ib.* 837-839. 843. 849——Suggestion that the Government have a share in the profits, *ib.* 839-841.

6. *Calculation as to the Cost and Revenue; large Profit anticipated:*

Belief that the boulevard or girdle can be easily carried out, and will be remunerative to the promoters, *Sir J. Paxton* 716—— There should be an uniform rate of charge, the first class being about 4*d.*; *ib.* 716—— Opinion that the traffic from the junction near the Waterloo station to the City would be the largest in the world, *ib.* 754. 781.

Evidence in detail relative to the probable cost of the undertaking; estimate that the entire scheme would cost 34,000,000 *l.*, and would return an excellent profit, *Sir J. Paxton* 762-793. 810-817——Data on which witness calculates that the portion of the girdle from the Mansion House to Victoria-street, and from the Regent-circus to the Mansion House, the same being proposed to be first made as being most required, will cost 11,307,941 *l.*, and will return a profit of eight-and-a-half per cent., *ib.* 762-793——The total number of passengers daily is calculated at about 105,000; *ib.* 795.

7. *Favourable Opinion expression by the Committee in regard to the Scheme:*

The plan possesses many features of remarkable novelty, *Rep. p.* vi——TheCommittee recommend the evidence and splendid designs of Sir J. Paxton to the consideration of The House, *ib.*

*See* also *Albert, H. R. H. the Prince.*

Report, 1855—*continued.*

*Green, Edward.* (Analysis of his Evidence.)—Explains generally the grounds on which he addressed a circular to the Members of the Committee complaining strongly of the turnpike trusts, more especially in the case of six or seven miles of road in the neighbourhood of Islington, 1379–1382——Removal of late years of nearly all the through-traffic from these roads, 1380–1382——Great extent to which the tolls are evaded; expense consequent thereon, 1382.

(Second Examination.)—Witness is thoroughly acquainted with facts which show the evil working of the tolls and toll-gates north of the Thames, that is, those under the control of the Metropolitan Roads Commissioners, 1487–1490——This Commission was appointed in 1827; how constituted; 1490——The roads were then largely in debt, which has since been paid off, *ib.*——Increase in the rental of Islington parish since 1829; 1491——Further reference to the diversion of through-traffic from the Islington roads; diversion also of wear and tear thereby; 1491. 1526.

Remarks on the great expense of the turnpikes north of the Thames; the amount for which they were let in 1854 was 64,930 *l.*, and the cost of keeping them up about 16,000 *l.*; 1491, 1492——Instances of jobbing and evasion in regard to the tolls, 1491, 1492. 1495–1498. 1518, 1519——Wear and tear of the local roads, and also of horse-flesh through parties going circuitous and long routes for the sake of evading the turnpikes, 1492. 1496–1498——Worse position of Islington in regard to turnpikes than of the districts south of the Thames, 1492. 1504–1507——Effect of the tolls in raising the price of coals to the extent of 3 *d.* per ton within a certain locality, 1492, 1493——Effect of the tolls in deteriorating property, 1494——Complaint in regard to the tolls on the New North-road, &c., 1498.

The tolls should be abolished altogether, and the roads maintained by a general district rate; extent of district to which this course should be applied; 1499–1511——Trifling increase of cost if the six miles of road in the Islington district under the Commissioners were merged with the local roads and maintained out of the local rates; feeling in Islington on this point, 1508. 1511. 1514, 1515. 1520, 1521. 1526——Approval of the bridges over the Thames being made toll-free by means of local rate, 1512–1514——Great gain to the people of Islington if the turnpike-gates in the district were abolished, 1516–1518. 1523, 1524——Feeling of Mr. Wilson, proprietor of the "Favorite" omnibuses, in favour of abolishing the tolls though he might be exposed to competition thereby, 1521–1524.

Witness delivers in a copy of a petition to the House of Commons, dated Islington, 15 May 1855, praying for the abolition of the tolls on the Metropolis roads, more especially as situated in the parish of Islington, 1524——Quotations from some of the Reports of the Commissioners, and criticisms thereon in regard to their management of the tolls and the reductions made by them, 1525, 1526——During the last three years the Commissioners have had a balance in hand of from 11,000 *l.* to 13,000 *l.*; 1526——The City-road toll is the only one under their direct management, the other tolls being all let, 1527–1529——Correspondence recently between witness and the solicitor to the Commissioners with reference to contemplated authority from Parliament to transfer the charge of Harvist's estate to the Commissioners, 1530.

*Green, Edward Baker.* (Analysis of his Evidence.)—Wheelwright, 1585——Unjust and inconvenient operation of the turnpike roads in Islington parish, 1586–1591——Wear and tear of the parish roads for the sake of evading the tolls, 1588——Annoyance caused by cattle being driven indirect routes on account of the tolls, 1591——Willingness of the inhabitants to pay for repairing the roads, *ib.*——Approval of a rate over a certain district for the repair of the Metropolis roads, 1592, 1593——Approval also of a similar rate for making the bridges toll-free, 1594, 1595.

*Gresham Street.* Criticisms on the manner in which the improvements in Cateaton-street, &c., were carried out, the new street being a complete sinuosity from end to end, *Bennoch* 190.

*Ground, Cost of.* Enormous cost per acre of the land required for certain City improvements; unsoundness of this state of things; *Pearson* 1345–1347——Special advantages in buying cheap and low property for the sake of improved communications, *ib.* 1347. 1355, 1356.

Approximate estimate of the quantity and cost of ground purchased within the City for public improvements, and estimate of the money return for the quantity re-sold; estimate also of the cost of land available for residence within eight miles of London, near the Great Northern Railway, *App. p.* 202.

*Ground Rents.* The City ground-rents are worth about thirty-one and a half years' purchase, *Tite* 48——The reversionary interest of the City is not of any great value, *ib.* 50.

H.

*Haddan, John Cope.* Analysis of his Evidence.)—Engineer for the Westminster Terminus Railway, which, though a short railway, is a very important one, 154–159——Grounds for concluding that this railway, as intended to communicate with the west end of London and Crystal Palace Railway, will divert a great portion of the traffic from London Bridge, and will effect considerable improvement in the communications from the east to the west of London, 160–175.

Objection

Report, 1855—*continued.*

*Haddan, John Cope.* (Analysis of his Evidence)—*continued.*

Objection to making new streets as "arteries" at the public expense, as the improvements required can best be effected by railways and private enterprise, 161. 169. 175, 176——Improvement anticipated as regards the coal traffic if there were a short railway from the stations on the north of the Thames to the south side, 162. 181, 182——Advantages of the North London Railway diverting traffic from the streets, 162, 163.

The Westminster Terminus Railway will obviate the necessity for new bridges, 164, 165. 169——Large number of persons expected to use the railway in preference to existing routes, 163–169——Explanation of the proposition that the bridge of the railway over the river shall of itself form a station; advantages thereof, 169–175. 183, 184——Probability of the Westminster Terminus Railway and the West London Railway being carried out by private enterprise, 176–179.

*Hall, Thomas Henry.* (Analysis of his Evidence.)—Chairman of the Improvement Committee of the City of London; has been connected with the Corporation for twenty-seven years; 488, 489——Purpose originally of the 8 *d.* coal duty; it has been continued as the London Bridge Approaches Fund, 490, 491——Funds out of which the London Bridge was built, 492, 493——The approaches to London Bridge left a charge of about 1,000,000 *l.* on the 8 *d.* coal duty, which charge with all others on the same duty will be liquidated by the year 1862; 494–501. 541–549.

The entire cost of New Cannon-street will be about 800,000 *l.* or 900,000 *l.*, and the loss to the City about fifty per cent, 502–505——The City improvements produce an average loss of about sixty per cent. on the outlay, 506, 507——Value of the Victoria-street improvements, Clerkenwell, now being carried out by the City, 507, 508——The projected road from the "Angel," at Islington, to the "Elephant and Castle," in connexion with a new bridge at St. Paul's, would doubtless be a great improvement and convenience, but would hardly compensate for the immense expenditure as compared with other required improvements, 509–522.

Advantage if Southwark Bridge were brought into more permanent use and were made toll-free, 514–518. 553——Justification of the course pursued by the Corporation in letting for building purposes certain land near St. Paul's which would be required if the proposed St. Paul's Bridge were built, 521——In letting land, or in carrying out improvements, the Corporation have entirely studied the public good, 522, 523——Inexpediency on account of the great expenses, of the projected railway from the Post-office, partly by tunnel, south-east of St. Paul's to the London Bridge and Waterloo stations, 523–529.

General objection, on account of the expense, to a new street from the west end of Cheapside, through Paternoster-row, &c., to Lincoln's-Inn-fields, 530–532——Great desire evinced by the Corporation to effect improvement at Holborn-bridge, which is as much wanted as anything in London, 533, 534. 550–552——Enormous sums expended by the City on public works, and consequent want of means which alone prevent them from carrying out improvements, 533–535. 560——Check upon finishing the Victoria-street improvements, on account of the uncertainty about Holborn-bridge, 534. 550, 551——The City improvements have been partly defrayed out of the 4 *d.* coal duty which witness considers to be the property of the Corporation under trust, 535–540.

Willingness of the Corporation to bear their fair proportion of the expense of opening the metropolitan bridges, 554–556——The cost of the Holborn, &c. improvement, as contemplated by the City, is 416,000 *l.*; 557——Advantage, if feasible, of making more advantageous use of the Thames Tunnel, 558, 559——Contemplated new street, at an estimated cost of 190,000 *l.*, from New Cannon-street to Blackfriars Bridge, 559, 560——Very great improvement which might easily be made in the communication between the docks and the bridges but for the obstacles put forward by the Tower authorities in regard to Postern-row, 561–568.

*Hamilton Place, Piccadilly.* Improvement if the inconvenience of Park-lane was obviated by prolonging Hamilton-place, *Dawe* 1611–1615.

Recommendation by the Committee in favour of the opening of Hamilton-place from Piccadilly to Park-lane, *Rep. p.* v.

*Hawkshaw, John.* (Analysis of his Evidence.)—Civil engineer, 861——Submits two modes of dealing with railway communications in London, 862 *et seq.*——Explanation relative to a scheme termed the London Railway, projected with a view to giving a direct communication east and west between the existing railways; it would commence at Turnham-green and end at the Blackwall Railway station; advantages of this scheme, which is estimated to cost 3,000,000 *l.*; 863–890——Circumstance of the scheme having been approved of by Mr. Cardwell, when President of the Board of Trade, before whom it was brought by Sir M. Peto, the late Mr. Geach, and witness, 870. 888, 889.

Particulars relative to a scheme projected by witness for under-ground railway communication in order to divert the street traffic; two lines, one starting from Cumberland-

Report, 1855—*continued.*

*Hawkshaw, John.* (Analysis of his Evidence)—continued.

gate, the other from Albert-gate, would meet at Bow-street, and thence run as one line to Cheapside, 890–904——Atmospheric railways are perfectly practicable, but are very costly, 895, 896——Estimate that the under-ground railway would cost 3,257,190 *l.*, less 958,419 *l*, the value of the frontage, and would return a profit of about ten per cent., 897, 898.

*Holborn.* Great desire evinced by the Corporation to effect improvements at Holborn-bridge, which is as much wanted as any thing in London, *Hall* 533, 534. 550–552——The cost of the Holborn, &c., improvements, as contemplated by the City, is 416,000 *l.*; *ib.* 557——Explanation relative to the Holborn and Snow-hill improvements as sanctioned by the Corporation, *Bunning* 853——Extent and character of the Holborn improvements proposed by Mr. Pearson, *Stevens* 1202–1204——Proposition for avoiding the incline at Holborn-hill by a new street at Giltspur-street, to cross Victoria-street by a viaduct; the cost is estimated at 90,000 *l.*; *T. Taylor* 1327–1332.

Recommendation of the Committee in favour of the alterations proposed by the Corporation of the City of London in Holborn, *Rep. p.* v.

*See* also *City Terminus Railway.* *Middle Row* (*Holborn*). *New Victoria Street.* *Turnstile.* *Viaducts.*

*Holborn Hill to King's Cross.* Preference given to a street from Holborn-hill to King's Cross, as suggested by Mr. Pearson, rather than a street from the "Angel" at Islington to the "Elephant and Castle," *Stevens* 1205–1210.

*Hungerford Bridge:*

1. *Cost and Value of the Bridge.*
2. *Non-extension of the Bridge as originally intended.*
3. *Question as to making it Toll-free.*
4. *Suggested formation of a Carriage Way.*
5. *Proposed Use of the Bridge for Railway Purposes; Station suggested on the Bridge.*

1. *Cost and Value of the Bridge:*

The net cost of Hungerford Bridge is 127,000 *l.*; *Few* 656——The returns are from 6,000 *l.* to 6,300 *l.* a year, *ib.* 657.

2. *Non-extension of the Bridge as originally intended:*

Respects in which the bridge does not represent the original intentions of the proprietors, *Few* 658——Several projects for a more extended use of the bridge, which have kept the proprietors in suspense, *ib.* 658–660. 684–688.

3. *Question as to making it Toll-free:*

If the bridge involve a railway station it cannot well be bought for the public, but it is very desirable that there should be a free thoroughfare over the bridge, *Few* 661–665.

4. *Suggested formation of a Carriage Way:*

Improvement if Hungerford Bridge were turned into a carriage bridge, which might be effected at a moderate expense, *Tite* 136, 137. 143——Great advantage of a carriage way on the bridge, *Bennoch* 221–227; *G. L. Taylor* 319——As well as a railway station there would, by witness's plan, be carriage-ways and footways, *Baly* 638. 646–648.

5. *Proposed Use of the Bridge for Railway Purposes; Station suggested on the Bridge:*

Hungerford Bridge should be widened for a road on the north side and a railway station on the south side, *G. L. Taylor*, 319——Railway proposed from Hungerford-market to the Waterloo and London Bridge stations, with a station 900 feet wide on Hungerford Bridge; advantages thereof, *ib.* 364, 365. 375. 387.

Proposed railway over the bridge to the Waterloo station, *Giles* 575. 578——Proposed enlargement of the bridge and proposed railway station upon it; explanation hereon; *ib.* 575, 579. 604–606.

Witness has prepared plans for the enlargement of the bridge for general traffic, and explains them to the Committee, *Baly* 632–634——Proposed approach to the bridge from Duncannon-street, *ib.* 633——Proposition for bringing several lines of railway over the bridge, and for making a large station upon it; mode in which this might be effected and cost of the same; *ib.* 635–638. 640–642. 645–648——Sundry advantages of the proposed station as considered in connexion with certain railway projects in the metropolis, *ib.* 639. 642–644. 649–654.

Evidence in favour of Mr. Baly's proposition for making a railway station on the bridge, as well as carriage-ways and footways, *Few* 666–673. 692–694——There would be no obstacle on the part of the Bridge Company to the proposed station, *ib.* 674——Probability of the proposed station, &c., being remunerative to the promoters or shareholders, *ib.* 689–691.

Elevation

Report, 1855—*continued.*

*Hungerford Bridge*—continued.

Elevation and section of Mr. Baly's proposed South Western Railway station on Thames, *App. p.* 204——Plan of Mr. Baly's extension of South Western Railway, with station on Thames, *ib.* 204——Section of Charing-cross bridge, showing increased width when altered into a carriage bridge, *ib.*——Plan of proposed extension of South Western Railway, *ib.*——*See* also *Charing Cross Junction Railway, &c.*

*Hyde Park.* See *Kensington to Bayswater, &c.*

I.

*Islington Cattle Market.* The expenditure of 400,000 *l.* on the market prevents the Corporation of the City from going on with other improvements, *Hall* 535. 560——Communication proposed by witness between the projected Farringdon-street railway terminus and the cattle market, *Pearson* 1369, 1370——Great inconvenience to the new cattle market unless the Islington toll-gates be abolished, *Wilson* 1566, 1567.

*Islington to Southwark.* The proposed new bridge at St. Paul's should be in connexion with a new street commencing at the "Angel" at Islington, and terminating near the "Elephant and Castle;" how far such street could be carried out, *Bennoch* 206–212——Witness recommends a main road from St. Paul's over the proposed bridge and on to the "Elephant and Castle," *G. L. Taylor*, 322.

The projected road from the "Angel" at Islington to the "Elephant and Castle," in connexion with a new bridge at St. Paul's would doubtless be a great improvement and convenience, but would hardly compensate for the immense expenditure as compared with other required improvements, *Hall* 509–522——How far the projected extension of the Metropolitan Railway over the river by a bridge at St. Paul's would relieve the traffic from Islington to the "Elephant and Castle," &c., *Bennoch* 1288–1290——Plan of the improvements proposed by Mr. G. L. Taylor, *App. p.* 204.

Recommendation of the Committee in favour of Mr. Bennoch and Mr. Taylor's plan for a street and bridge from the east end of St. Paul's Cathedral, opening up a direct route from Islington to the "Elephant and Castle," Southwark, *Rep. p.* v.

*ISLINGTON TOLL-GATES:*

1. *Complaints in regard to their Operation.*
2. *Amount for which let; Reduction recently sanctioned in the Tolls.*
3. *Statement in explanation of the Continuance of the Toll-gates.*

1. *Complaints in regard to their Operation:*

Witness explains generally the grounds on which he addressed a circular to the members of the Committee, complaining strongly of the turnpike trusts, more especially in the case of six or seven miles of road in the neighbourhood of Islington, *E. Green* 1379–1382——Removal of late years of nearly all the through traffic from these roads, *ib.* 1380–1382——Great extent to which the tolls are evaded; expense consequent thereon, *ib.* 1382——Increase since 1829 in the rental of Islington parish, *ib.* 1491.

Further reference to the diversion of through traffic from the Islington roads; diversion also of wear and tear thereby, *E. Green* 1491. 1526——Worse position of Islington in regard to turnpikes than the district south of the Thames, *ib.* 1492. 1504–1507——Trifling increase of cost if the six miles of road in the Islington district under the Commissioners were merged with the local roads and maintained out of the local rates; feeling in Islington on this point, *ib.* 1508–1511. 1514, 1515. 1520, 1521. 1526——Great gain to the people of Islington if the turnpike gates in the district were abolished, *ib.* 1516–1518. 1523, 1524——Feeling of Mr. Wilson, proprietor of the "Favorite" omnibuses, in favour of abolishing the tolls, though he might be exposed to competition thereby, *ib.* 1521–1524——Witness delivers in a copy of a petition to the House of Commons, dated Islington, 15 May 1855, praying for the abolition of the tolls on the metropolis roads, more especially as situated in the parish of Islington, *ib.* 1524.

Witness, as proprietor of the "Favorite" omnibuses, pays 5,000 *l.* a year to toll-gates, the Paddington and other omnibuses not paying anything, *Wilson* 1554, 1555——Convenience and advantage to the public travelling by witness's omnibuses if the tolls were abolished, *ib.* 1556–1561——Islington parish, or even witness individually, would willingly pay for the repairing the six or seven miles of parish road over which tolls are levied, if such tolls were abolished, *ib.* 1571, 1572.

Witness objects strongly on several grounds to the tolls now levied on roads in the parish of Islington, *Dodd* 1574–1578——Evasion of the tolls by witness's carmen; consequent evil, *ib.* 1574——Wear and tear of the parish roads for the sake of evading the tolls, *Dodd* 1574; *Smith* 1580; *E. B. Green* 1588——Advantage to the parish if the roads were thrown upon their hands to be repaired by a penny rate, *Dodd* 1575–1578.

Report, 1855—*continued.*

*Islington Toll-gates*—continued.

1. *Complaints in regard to their Operation*—continued.

Witness concurs in Mr. Dodd's objections to the local toll-gates; evasion of the tolls by the carmen; saving to the parish if the tolls were abolished and the repairs of the road defrayed by them, *Smith* 1580–1584——Unjust and inconvenient operation of the turnpikes, *E. B. Green* 1586–1591——Annoyance caused by the cattle being driven indirect routes on account of the tolls, *ib.*——Willingness of the inhabitants to pay for repairing the roads, *ib.*

2. *Amount for which let; Reduction recently sanctioned in the Tolls:*

The Islington district is now let for 14,510 *l.*, *Wilson* 1569; *Lyon* 1635——Reduction of from 3 *d.* to 2 *d.* per horse about to be made in the tolls, *Wilson* 1561, 1562; *Lyon* 1649–1651.

3. *Statement in explanation of the Continuance of the Toll-gates:*

Reason for the Islington gate being kept in the same place as formerly, *Lyon* 1630, 1631——Peculiarity of the Islington district adverted to and explained in regard to the extent of road freed by paying the toll, *ib.* 1644——Anxiety of Lord Lonsdale, as one of the Metropolis Roads Commissioners, to do away with the Islington gate, *ib.* 1670——Grounds for the retention of the gate; belief as to the parish being unwilling to take the matter into their charge, *ib.*

K.

*Kensington to Bayswater, &c.* Very defective means of communication between Kensington or Brompton and Bayswater, *Sir J. Paxton* 714–716——Witness has been instructed by the Commissioners of Works to prepare a plan as a remedy for the want of improved communication between the so-termed districts of Westbournia and Belgravia, *Pennethorne* 1387——Excessive inconvenience arising from the want of such communication, *ib.* 1388–1390. 1392.

The remedy proposed is a road to commence at the end of Junction-road, Westbourne-terrace, and to terminate opposite the New-road from Brompton to Kensington Gore, *Pennethorne* 1391——Explanation in detail of the route and mode of construction of the proposed road, showing that it will not be in the least detrimental to the beauty of Hyde Park or Kensington Gardens, *ib.* 1391, 1392. 1395 *et seq.*——Estimate of 61,405 *l.* as the cost of the new road; items of which comprised; explanation thereon, *ib.* 1404–1411——Contemplated exclusion of heavy traffic from the road, *ib.* 1420–1433.

Plans and section in regard to the road proposed by Mr. Pennethorne, *App. p.* 204.

Recommendation by the Committee in favour of the new communication as proposed by Mr. Pennethorne, *Rep. p.* v.

*Key, Sir John, Bart.* (Analysis of his Evidence.)—Chamberlain of the City of London; as such receives the portion of the coal duties belonging to the City, 476, 477——Delivers in a tabular statement of the amounts annually for the last three years in respect of the coal duty at 8 *d.* per ton, at 4 *d.* per ton, and at 1 *d.* per ton, 478——The amounts of duty at 8 *d.* per ton and at 1 *d.* per ton are paid to the Woods and Forests, and applied to improvements out of the City, 478–481. 483–487——The duty at 4 *d.* per ton is the property of the Corporation of London, and is applied to improvements within the City, 478. 482.

*King William Street.* The land for these improvements cost altogether 150,000 *l.* per acre, *Pearson* 1345.

L.

*Land.* See *Ground, Cost of.*

*Leadenhall Street.* There should be some widening at the corner of Cornhill and Leadenhall-street, *Tite* 26.

*Leases.* The leases in the City run from eighty to ninety years, *Tite* 49.

*Leather Trade.* Convenience as regards the leather trade if there were a railway into the centre of the metropolis, *Beil* 1092; *Stevens* 1249, 1250.

*Licensed Carriages.* Increase in the metropolis since 1811 of from 1,000 to 3,566 licensed carriages, exclusive of omnibuses, *Pearson* 1337, 1338.

*Lincoln's-Inn Fields.* Suggested better communication to and from Lincoln's-Inn Fields, *G. L. Taylor* 710.——*See* also *Streets*, 2.

Report, 1855—*continued.*

*London and Blackwall Railway.* Large passenger traffic on the Blackwall Railway adverted to, *Stevens* 1214. 1217, 1218.

*London Bridge.* Fund out of which London Bridge was built, *Hall* 492, 493.

*See* also *Coal Tax.*

*London Railway.* Explanation relative to a scheme termed the London Railway, projected with a view to giving a direct communication east and west between the existing railways; it would commence at Turnham-green and end at the Blackwall Railway station; advantages of this scheme, which is estimated to cost 3,000,000 *l.*, *Hawkshaw* 863-890——Junction to be effected with the South Western Railway, *ib.* 863.

Approval of a part only of the plan submitted by Mr. Hawkshaw, namely, of the line to communicate with the South Western Railway, *Fowler* 941.

Plan in illustration of the proposed London Railway, *App. p.* 204.

*See* also *Cardwell, Right Honourable E., M.P.*

*London Railway Arcade.* Particulars relative to a scheme projected by witness for under-ground railway communication in order to divert the street traffic; two lines, one starting from Cumberland-gate, the other from Albert-gate, would meet at Bow-street, and thence run as one line to Cheapside, *Hawkshaw* 890-894——Estimate that the under-ground railway would cost 3,257,190 *l.*, less 958,419 *l.*, the value of the frontage, and would return a profit of about 10 per cent., *ib.* 897, 898.

Evidence in favour of the proposition submitted by Mr. Hawkshaw for an under-ground railway from Cheapside to Bow-street, and thence by branch lines to Cumberland-gate and Hyde Park Corner, *Parrott* 948 *et seq.*——Great advantage of a new street from Cheapside to Bow-street; the railway would pass under it, *ib.* 949——Proposition for making chambers by the side of the railway for gas and water pipes, *ib.* 949. 964——The new street would cost about 2,000,000 *l.*, and the railway under it about 100,000 *l.*; *ib.* 951, 952——The fork lines underneath the old streets to the west will cost about 150,000 *l.* a mile, *ib.* 953.

Difficulty in bringing the line under Cheapside to the Exchange; advantage if it could be done, *Parrott* 954——Useful extensions of the scheme are very feasible, *ib.* 954. 968——Deductions for ground rents and frontages to be made from the 2,000,000 *l.*; items on the other hand to be added thereto; net cost of the undertaking, *ib.* 958-963. 965.

Sundry important uses proposed to be made to the chambers by the side of the railway, *Parrott* 964, 965——Estimated traffic along the railway, and estimated profit of from 10 to 15 per cent.; data on which calculated, *ib.* 965-968——Adequate arrangements for the ventilation, lighting, &c. of the line, *ib.* 968——Advantages generally of the scheme, *ib.*

Plan showing the route, &c. of the proposed London Railway Arcade, *App. p.* 204.

*See* also *Electric Telegraph.* *Gas and Water Companies.*

*Lonsdale, Lord.* Active part taken by Lord Lonsdale, as one of the Metropolis Roads Commissioners, *Lyon* 1670; *Browse* 1711.

*Ludgate Hill.* Great inconvenience resulting from the immense traffic along Ludgate-hill, *Bennoch* 202.

*Lyon, J. Wittit.* (Analysis of his Evidence.)—Solicitor to the Metropolitan Board Trust, 1618, 1619——The trust comprises the roads north of the Thames, and was regulated by Act in 1826; 1620-1624——The debts of the trust were then 150,000 *l.*, all which sum has been paid off by the Metropolitan Commissioners, 1622-1625——Decrease in the number of toll-gates, there being an increase in the number of side-bars, 1626——Reason for removing the gate formerly at Hyde Park Corner so much further westward, 1627-1629——Reason for the Islington gate being kept in the same place as formerly, 1630, 1631.

The annual tolls were 77,000 *l.* on the appointment of the Commission, and are now 59,940 *l.*; amount of the lettings in the several districts; explanation as to the reduction, 1632 *et seq.*——Assimilation of the tolls adverted to, they being now all levied per horse, 1641-1644——Forms gone through before expenditure on the roads, &c., 1652-1655——There are forty-one or forty-two Commissioners, all unpaid; impartiality with which appointed or self-elected; names of several of them, 1656, 1657. 1683-1693. 1696-1699——Salaries of the several officers of the Commission; reduction since 1826 in the staff expenses, 1658-1668.

Summary of the beneficial working of the Commission, 1669——Grounds for retention of the Islington gate; belief as to the parish being unwilling to take the matter into their charge, 1670——Objection to a general rate over the metropolis for the repair of the metropolis roads, 1671-1677. 1695——Objection to the different local bodies under Sir Benjamin Hall's Bill being entrusted with the management of the roads,

Report, 1855—*continued.*

*Lyon, J. Wittit.* (Analysis of his Evidence)—*continued.*

1678-1682——Advantage of one Board over several district Boards, 1679-1682. 1695——The trust extends over 123 miles, one-third of which, involving the greatest portion of the expenditure, is within the district comprised in Sir Benjamin Hall's Bill, 1694. 1700, 1701.

[Second Examination.]—Particulars relative to the property held by the trust; it comprises two estates, one that of John Lyon, the other that of Samuel Harvist, 1717-1727—— Payments to Harrow School out of Lyon's estate, 1719. 1726, 1727—— Explanation as to an application to Parliament to enable building leases to be granted on Harvist's estate, 1721-1724.

M.

*Malins, William.* (Analysis of his Evidence.)—As chairman of the Metropolitan Railway Company, witness fully corroborates the evidence of Mr. Fowler, 944-947.

*Manchester Direct Railway.* Capacity in which witness was connected with the Manchester Direct Railway in 1844; stations in the City proposed by witness for this railway; the Bill was not successful, *Stevens* 1179-1185. 1194-1196.

*Meat, &c., Conveyance of.* Advantage of Mr. Pearson's proposed railway on the score of the conveyance of meat and other food into the metropolis, *Stevens* 1231-1238.

*Metropolis Rate.* See *Rate.*

*Metropolis Roads Commission:*

1. *Objections to the Constitution and Working of the Commission.*
2. *Operation and Constitution of the Commission explained and approved of.*

1. *Objections to the Constitution and Working of the Commission:*

Witness delivers in a paper containing his views upon the subject of turnpike gates in the metropolis; remarks thereon upon the abuses of the Metropolis Roads Commission appointed in 1827; also upon the evils arising from the toll system, *Forster* 1314, 1315 —— Correspondence recently between witness and the solicitor to the Commissioners with reference to contemplated authority from Parliament to transfer the charge of Harvist's estate to the Commissioners, *E. Green* 1530——Quotations from some of the reports of the Commissioners, and criticisms thereon, in regard to their management of the tolls, and the reductions made by them, *ib.* 1525, 1526——The Commission was appointed in 1827; how constituted, *ib.* 1490——During the last three years the Commissioners have had a balance in hand of from 11,000*l.* to 13,000*l.*, *ib.* 1526.

2. *Operation and Constitution of the Commission explained and approved of:*

The metropolitan trust comprises the roads north of the Thames, and was regulated by Act in 1826, *Lyon* 1620-1624——The debts of the trust were then 150,000*l.*, all which sum has been paid off by the Commissioners, *ib.* 1622-1625——There are forty-one or forty-two Commissioners, all unpaid; impartiality with which appointed or self-elected; names of several of them, *ib.* 1656, 1657. 1683-1693. 1696-1699——Salaries of the several officers of the Commission; reduction since 1826 in the staff expenses, *ib.* 1658-1668——Summary of the beneficial working of the Commission, *ib.* 1669——The trust extends over 123 miles, one mile of which, involving the greatest portion of expenditure, is within the district comprised in Sir Benjamin Hall's Bill, *ib.* 1694. 1700, 1701.

Improvements of the roads since the consolidation of the trusts in 1826, *Browse* 1705 ——Grounds for preferring the present management of the roads to a management by means of the Commissioners under Sir Benjamin Hall's Bill, *ib.* 1706-1711—— The present Commissioners are elected for life, but have the option of resigning, *ib.* 1712, 1713.

Particulars relative to the property held by the trust; it comprises two estates, one that of John Lyon, the other that of John Harvist, *Lyon* 1717-1727——Payments to Harrow School out of Lyon's estate, *ib.* 1719. 1726, 1727——Explanation as to an application to Parliament to enable building leases to be granted on Harvist's estate, *ib.* 1721-1724.

*See* also *City Road. Islington Toll Gates. New Road. Roads. Turnpike Roads.*

*Metropolitan Board of Works.* Recommendation that where certain requirements can be more effectually carried out by the combined agency of railways and street improvements suggested by Mr. Pearson, it may be desirable to economise expenditure by uniting the two objects under the superintendence of the intended Metropolitan Board of Works, as recommended in the Railway Commissioners' Report of 1846, referred to in the evidence of Mr. Pearson, *Rep. p.* iv——Satisfaction expressed by the Committee at the prospect of a Metropolitan Board of Works being shortly established, *ib.*

Report, 1855—*continued.*

*Metropolitan Bridges Act.* Act termed "The Metropolitan Bridges Act, 1854," proposed by Mr. Oliveira, *Ev. p.* 46–51.

*Metropolitan Railway:*

1. *Present Position of the Railway.*
2. *Projected Extension of the Line; Advantages thereof.*
3. *Imperfect Character of the Scheme as compared with Mr. Pearson's Project, of which it forms part.*

1. *Present Position of the Railway:*

Probabilities in favour of the construction of the line as sanctioned by Parliament, *G. L. Taylor* 339–342——Explanation as to the present position of the railway; a line from Paddington station to the Post-office *viâ* Euston-square and King's-cross has been sanctioned by Parliament; the shares have all been taken up, and the works are about to commence, *Fowler* 905. 943.

2. *Projected Extension of the Line; Advantages thereof:*

Extension proposed by witness of the foregoing line, so that there may be a connexion between the various existing railways; plan produced in illustration of the project, *Fowler* 905 *et seq.* and *App. p.* 204——Means by which the line should communicate with the South Western and London and Brighton lines, *Fowler* 908. 913. 930, 931——Facilities for communicating by the projected lines with the Great Western Railway and with the London and North Western and Great Northern Railways, *ib.* 908–912——Intention of the Metropolitan Railway Company to promote and carry out the extended scheme projected by witness, *ib.* 923. 943.

Intermediate stations rather than one central station contemplated by the company; localities for such stations, *Fowler* 933. 936–939——Project of the company for extending the scheme westward by a line from the Paddington station to the Crystal Palace Railway, thereby embracing the traffic of Kew, Hammersmith, Brompton, &c., *ib.* 925–929. 942, 943——Estimate of two and a half millions as the cost of extending the Metropolitan Railway to London Bridge, Waterloo, and Shoreditch stations; this sum would amply suffice, *ib.* 933, 934——There are no engineering difficulties in the way, *ib.* 935——The relief afforded to the street thoroughfares would be very great, *ib.* 935.

As chairman of the Metropolitan Railway Company, witness fully corroborates the evidence of Mr. Fowler, *Malins* 944–947——New and convenient traffic to be created by the Metropolitan Railway, *Stevens* 1219–1221.

3. *Imperfect Character of the Scheme as compared with Mr. Pearson's Project, of which it forms part:*

Reference to the Metropolitan Railway and the extensions proposed thereto, as forming part of a general scheme projected by Mr. Pearson in 1850; respects in which it falls short of the latter project, *Stevens* 1197–1202. 1253–1258——Requirements which the Metropolitan Railway, with the extensions proposed thereto, fails to provide, but which are comprised in witness's scheme, *Pearson* 1366–1368.

*See* also *Crystal Palace. Eastern Counties Railway. Paul's, St., Bridge.*

*Middle and Lower Classes.* Anxiety of the middle and lower classes to live out of the City, *Pearson* 1356——Within half a mile of the proposed railway terminus in Farringdon-street, there are 50,000 of the working population, *ib.* 1356, 1357.

*Middle Row, Holborn.* Middle-row should be pulled down, *Bennoch* 201.

*Moorgate Street.* Narrow width of Moorgate-street, as compared with Finsbury-pavement, *Bennoch* 190.

*Moseley, William.* (Analysis of his Evidence.)—Submits a model and plans to the Committee in elucidation of the improvements proposed by him, 416–419——Railway proposed from the west end of Cheapside to the Regent-circus, Oxford-street, and the Regent-quadrant; its object and advantages; how proposed to be carried out, 420 *et seq.*——Grounds for anticipating that witness's scheme would be very successful in a commercial point of view, 420. 436–438. 445–456. 475——Super-way or crystal-way proposed in connexion with the railway; explanation generally hereon, 425 *et seq.*

Character of the ground required for the railway and crystal-way; much of it is very inferior, 426–428. 451——The level of any street would not be interfered with, 429–431——The sewage would not be interfered with except beneficially, 432–435——There would be a penny toll for access to the crystal-way, which would be only for foot passengers, 436–439. 461, 462——Easy means of access to the crystal-way and railway, 440–443——The railway would be worked by atmospheric power, the trains running every five minutes and doing the distance in five minutes, 444. 457–460——Number of passengers expected to use the railway and crystal-way daily, 445–449.

Report, 1855—*continued.*

*Moseley, William.* (Analysis of his Evidence)—*continued.*

The whole undertaking is estimated to cost about 2,000,000 *l.*; calculation in detail hereon, 451–454——Means for lighting the railway, 465, 466——Extent and value of shop frontage in the crystal-way, 467–469——The different parishes on either side of the crystal way should submit to a local rate towards its cost, 472–475——Paper delivered in, showing the mode proposed for raising funds to carry out the undertaking, and for making it national property by means of a sinking fund, *p.* 56, 57.

[Second Examination.]—A guarantee is not essential to the carrying out of witness's plan, 860——His plans and scheme, as proposed to the Committee, were registered in December 1852, *ib.*——He subsequently tried to carry it out by a public company, but nothing has yet been done, *ib.*

N.

*New Cannon Street.* Inconvenience experienced from New Cannon-street debouching into Ludgate-hill, *Tite* 7. 45. 144——The expenses incurred in connexion with the street will be defrayed out of the coal-tax by the end of the year 1862, *ib.* 108, 109——The necessity for a new bridge between Southwark and London Bridges might be obviated by continuing Cannon-street down towards Blackfriars Bridge, *ib.* 145——New Cannon-street should have opened into Bridge-street, Blackfriars, instead of into St. Paul's-churchyard, *Bennoch* 202——Advantage of a new street from Cannon-street through Earl-street to Blackfriars Bridge, *G. L. Taylor* 322, 323. 332–334.

The entire cost of the street will be about 800,000 *l.* or 900,000 *l.*, and the loss to the City about 50 per cent., *Hall* 502–505——The Corporation have laid out about 540,000 *l.*, *ib.* 533–535——Contemplated new street at an estimated cost of 190,000 *l.* from New Cannon-street to Blackfriars Bridge, *ib.* 559, 560.

Explanation relative to the projected street from New Cannon-street to Earl-street; 195,440 *l.* are yet required to complete the same, *Bunning* 854——Witness cannot give any definite estimate of the cost of continuing Cannon-street to the back of the Mansion-house, *ib.* 855–859——The land required for the improvements cost from 140,000 *l.* to 150,000 *l.* an acre, and the land re-sold fetched about 110,000 *l.* an acre, *Pearson* 1345.

*New North Road.* Complaint in regard to the tolls on the New North-road, &c., *E. Green* 1498.

*New Road.* Bad state of the New-road since it has been out of the charge of the Metropolis Roads Commissioners, *Lyon* 1677. 1682.

*New Streets or Thoroughfares.* See *Railways. Streets.*

*New Victoria Street.* Value of the Victoria-street improvements, Clerkenwell, now being carried out by the City, *Hall* 507, 508——Check upon finishing the Victoria-street improvements on account of the uncertainty about Holborn-bridge, *ib.* 534. 550, 551.

*North London Railway.* Advantages of this railway in diverting the traffic from the streets, *Haddon* 162, 163——Large passenger traffic along the line, *Sir J. Paxton* 842; *Stevens* 1214–1217. 1225–1227——Circuitous route of the passengers thereby, *Pearson* 1370, 1371.

*North and South Communications.* See *Islington to Southwark. Paul's, St., Bridge. Streets,* 1.

*Notting Hill.* The London Railway scheme does not involve competition with the Metropolitan Railway so far as Notting-hill is concerned, *Parrott* 955–957.

O.

*Oliveira, Benjamin,* (Member of the Committee). (Analysis of his Evidence.)—Was Chairman of the Select Committee appointed in 1854 for the purpose of inquiring into the metropolitan bridges, 411——Has prepared a Bill founded upon the report of the Committee, which Bill he proposes to bring into Parliament, 412, 413——Copy of the Bill delivered in to the Committee, 414, 415, and *Ev. p.* 46–51.

*Omnibuses.* Improvement if omnibuses were not allowed to stop in the middle of the streets, *Tite* 42, 43——Great interruption to the public thoroughfares, more especially about the Bank, from the badly arranged system of omnibuses; suggestion for the amendment of this inconvenience, *Bennoch* 1285–1287. 1300, 1301——There are now 3,700 omnibus journeys into the City daily, and 3,700 journeys out, there being about 12 passengers by each omnibus, *Pearson* 1338–1340. 1345.

Report, 1855—*continued.*

P.

*Pall Mall to Pimlico.* Means for improving the communication between Westminster or Pimlico and Pall-mall, *Bennoch* 235——Great inconvenience through the want of a direct communication from Pall-mall to Pimlico and Westminster; remedy thereof if a road were made from the end of Birdcage-walk to Pall-mall, *Dawe* 1604–1610. 1616, 1617.

Recommendation in favour of a road through the west end of St. James's Park and the east end of the Green Park, *Rep. p.* v.

*Palmerston, Viscount.* Belief that Lord Palmerston takes a great interest in witness's scheme for the embankment of the Thames, *Gisborne* 1033.

*Paris.* Explanation relative to the means of carrying out improvements in Paris, showing that the cost is partly paid by the State, *Tite* 119–127——Projected railway scheme for a direct communication with Paris in connexion with the new bridge and railway proposed by witness over the Thames, *Bennoch* 303.

*Park Lane.* See *Hamilton Place.*

*Parrott, George.* (Analysis of his Evidence.)—Evidence in favour of the proposition submitted by Mr. Hawkshaw for an under-ground railway from Cheapside to Bow-street, and thence by branch lines to Cumberland Gate and Hyde Park Corner, 948 *et seq.*——Great advantage of a street from Cheapside to Bow-street; the railway would pass under it, 949——Proposition for making chambers by the side of the railway for gas and water pipes, 949. 964——The new street would cost about 2,000,000 *l.*, and the railway under it about 100,000 *l.*; 951, 952——The fork lines underneath old streets to the west will cost about 150,000 *l.* a mile, 953.

Difficulty in bringing the line under Cheapside to the Exchange; advantage if it could be done, 954——Useful extensions of the scheme are very feasible, 954. 968——The scheme does not involve competition with the Metropolitan Railway, so far as Notting-hill, &c., is concerned, 955-957——Deductions for ground rents and frontages to be made from the 2,000,000 *l.*; items on the other hand to be added thereto; net cost of the undertaking, 958–963. 965——Sundry important uses proposed to be made of the chambers by the side of the railway, 964, 965.

Estimated traffic along the railway, and estimated profit of from 10 to 15 per cent.; data on which calculated, 965–968——Adequate arrangements for the ventilation, lighting, &c., of the line, 968——Suggested assistance out of the Consolidated Fund towards the street from Cheapside to Bow-street, *ib.*——Advantages generally of the scheme advocated by Mr. Hawkshaw and witness, *ib.*

*Passenger Traffic.* Statement of the number of passengers arriving each year at the several metropolitan railway termini; growing increase of late years, *Pearson* 1344, 1345——Different classes of passenger traffic arriving by railway in London, and different effects of such traffic in regard to the crowding of the streets, *ib.* 1348, 1349——The family traffic, or that mainly requiring conveyances, would not be brought on to the proposed central terminus in Farringdon-street, *ib.* 1349.

Official return in 1846 of passengers by the different railways, *App. p.* 201——Number of passengers arriving at and departing from the several metropolitan railway stations during the years 1850 and 1854 (as far as they can be ascertained), *ib.*

Improvements anticipated from the Metropolitan Railway in combination with Mr. Pearson's plan, *Rep. p.* vi.

*See* also *Foot Passengers.* *Omnibuses.* *Steam Boats.*

*Paternoster Row to Lincoln's-Inn Fields.* See *Streets,* 2.

*Paul's, St., Bridge.* Suggested new bridge to cross the Thames at Trig Wharf, and to communicate with Union-street on the Surrey side; advantages thereof, *Tite* 7–12. 37–39. 139——The proposed bridge should be a high level bridge and built of iron, *ib.* 13——The cost of the bridge would be about 140,000 *l.*, exclusive of the cost of approaches, *ib.* 13–16——Criticism on the Corporation in having recently let for building purposes a piece of land most needful as an approach to the contemplated St. Paul's Bridge, *Tite* 16–24; *Bennoch* 207, 208; *G. L. Taylor* 322. 343–345. 400, 401——Witness suggested that the coal tax for 1863 should buy the ground, before referred to, south of St. Paul's, *Tite* 109, 110.

There should be a new bridge over the Thames, half way between Southwark and Blackfriars Bridges, *Bennoch* 206——The proposed bridge is more required than the alteration of Hungerford Bridge, *ib.* 222. 229——Witness has offered to construct the bridge and to make the requisite approaches for 500,000 *l.*; *ib.* 290, 291——Mode in which it is proposed to carry a railway along the bridge, *ib.* 300, 301.

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*Paul's, St., Bridge*—continued.

Witness concurs in the propositions for a new bridge by St. Paul's, *G. L. Taylor* 313. 318——Approaches suggested for the bridge, *ib.* 318, 319——Plan of Mr. G. L. Taylor's proposed bridge, *App. p.* 204.

Justification of the course pursued by the Corporation in letting for building purposes certain land near St. Paul's which would be required if the proposed bridge were built, *Hall* 521——The Metropolitan Railway, as proposed to be extended, would cross the river south of St. Paul's by a bridge over which there might also be a roadway, *Fowler* 908. 913. 930, 931——Further particulars relative to the projected bridge; there would be a station on each side, *Fowler* 913-922——There would be no difficulty in providing for passengers and vehicles, *ib.* 930-932.

*See* also *Islington to Southwark.*

*Paul's, St., Churchyard.* Suggested new street from St. Paul's Churchyard to Trig Wharf in connexion with a new bridge over the river, *Tite* 7, 8——Suggestions for rendering the north side of St. Paul's a thoroughfare for vehicles; the best plan would be to remove further back the block of building now there, *G. L. Taylor* 405-410.

Recommendation of the committee in favour of widening the north side of St. Paul's Churchyard, thus relieving the present route south of St. Paul's, *Rep. p.* v.

*Pavement.* Considerable saving if the London Railway be carried out in regard to the removal of street pavement for gas or water pipes, the cost of taking it up and laying down being obviated by the use of the chambers by the side of the railway, *Parrott* 965.

*Paxton, Sir Joseph.* (Analysis of his Evidence.)—Has prepared a plan for the improvement of the whole of the communications of London; produces the same, and explains it generally, 711 *et seq.*——The plan involves the construction of a boulevard or railway girdle, starting from a certain point and returning thereto after a circuitous route, 714. 716 *et seq.*——The communications at present are exceedingly defective, and the thoroughfares are so over-crowded as to cause considerable inconvenience; instances in illustration, 714-716——The embankment of the Thames was considered by witness some years ago, but he thought it impracticable to carry out the same so as to answer the purposes required, 716——A plan of Sir Christopher Wren for the improvement of London was admirably designed, but was never acted upon; such plan delivered in, *ib.*

Belief that the boulevard or girdle can be easily carried out, and will be remunerative to the promoters, 716——Unsuitableness of a scheme some years since for making a road from St. Paul's to Kensington Palace, *ib.*——Witness traces the route of the proposed boulevard, *ib.*——Prince Albert has examined the plan in detail and gives it his approval, *ib.*——A branch from the girdle is proposed to be made from a point close to the South Western station to the Regent-circus, *ib.*——The girdle is ten miles and two or three furlongs in length, and the branch one mile and two furlongs, *ib.*

Large arcade, 72 feet wide, proposed to be made in the boulevard, 716——Lines of railway proposed to be laid on each side of the arcade, *ib.*——The trains would be worked on the atmospheric principle, *ib.*——Great saving to be effected in point of time by persons using the railway, *ib.*——Important advantages, on the score of comfort, convenience and health, to be conferred on the community by the proposed arcade, *ib.*

Reference to the plan in explanation of the detailed construction of the arcade and railway, 716——There would be shops or private houses on each side of the arcade, 716. 812——There would be eight lines of railway, four being for express trains; arrangement of the lines; how the trains should run, 716. 800-809——There should be an uniform rate of charge, the first class being about 4 *d.*; 716——Explanation of the mode in which the arcade should cross the streets; it would do so generally on a level, 716. 739-744——Mode in which it is proposed to cross the river, 716.

Less expense required to keep the covered way or roof of glass than the ordinary thoroughfares in order, 716. 731——Facility for providing excellent ventilation in the arcade; explanation in detail hereon, 716. 732, 733. 818-830——In passing through Kensington Gardens, as proposed, the girdle might be so constructed as to form a very beautiful object, and to provide a resort in bad weather for equestrians as well as pedestrians, 716——The exterior of the building would all be of glass, iron, and pottery ware, *ib.*——In crossing the river the girdle would not be objectionable on any score in regard to its size or the amount of building involved in it, 716-721.

Arrangement for taking up passengers from the steam-boats, 722——Communication by steam-boat, &c., will be immensely reduced on account of the much greater facilities offered by the girdle, 722-725——The Thames would be crossed twice by the girdle, and once by the branch, 726. 768——The arcade would be open to carriages and all public vehicles; check proposed hereon in regard to heavy merchandise, 727-730——At night the railway would be used for the transfer of merchandise between the various railway termini, 728. 750, 751——Adequacy of light in the arcade for the purposes of shops, 734.

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*Paxton, Sir Joseph.* (Analysis of his Evidence)—*continued.*

Reason why the girdle embraces more of the west than the east end of London; sufficiency of its extension to the Bank; 735-738——Facility for extending loops from the girdle so as to accommodate any district becoming very populous, 735——Objection to making the girdle at a high level, *ib.*——The railway would always be twenty-four or twenty-six feet above the roadway, 743, 744——Explanation of the mode in which it is proposed to connect the girdle with the several railways which enter the metropolis, 745-749——Persons on arriving in London by railway are not likely to use the girdle in lieu of cabs, 749. 751.

The pavement of the structure might be of asphalte, 754——Opinion that the traffic from the junction near the Waterloo station to the City would be the largest in the world, 754. 781——Facility for keeping the pavement clean, 755. 756——Advantage of the scheme on the score of a quicker distribution of letters, 757-759——Arrangement for preventing the noise or vibration from the trains being an annoyance to the arcade houses, 760, 761.

Evidence in detail, relative to the probable cost of the undertaking; estimate that the entire scheme would cost 34,000,000 *l.*, and would return an excellent profit, 762-793. 810-817——Data on which witness calculates that the portion of the girdle from the Mansion House to Victoria-street and from the Regent-circus to the Mansion House, the same being proposed to be first made as being most required, will cost 11,307,941 *l.*, and will return a profit of eight and a half per cent., 762-793.

Foot passengers or vehicles passing through the arcade would not be charged anything, 794, 799——The total number of passengers daily is calculated at about 105,000; 795——Adequacy of the railway accommodation to be provided, 796——Grounds for calculating that the atmospheric system of railway locomotion can be applied with success, 797, 798——It is proposed to have two stages of railways, one above the other, in enclosed corridors, 800-803. 807-809——The narrow gauge will be used, 804——Objection to the carriages running directly on to the lines of the various railways, 805, 806.

Opinion that the proposed scheme would make London the grandest city in the world, 814——The building would considerably enhance the value of the property through which it passes, 816, 817——Grounds for the argument that the undertaking, if adopted by a private company, should receive Government countenance, 831. 844-848——Proposed Government guarantee of four per cent.; advantage of a counter guarantee to Government by the metropolis; 831-836——Proposed sinking fund in connexion with the Government guarantee, so that in sixty years the structure may become national property, 831. 836. 844-848.

Mixed commission proposed for the general direction of the undertaking, and for the purpose of seeing that it was properly carried out by the private company raising the capital, 837-839. 843. 849——Suggestion that the Government have a share in the profits, 839-841——Large passenger traffic along the North London Railway adverted to, 842——Witness's scheme would bring about a large amount of competition in regard to property in London, and would increase the value of shops in those thoroughfares which are now too crowded for business, 850.

*Paxton's (Sir Joseph) Scheme.* See *Great Victorian Way.*

*Pearson, Charles.* (Analysis of his Evidence.)—Solicitor to the City of London, 1333——Has for the last thirty-five years turned his attention to means for remedying the evils attending the crowded state of the metropolis, 1334, 1335——The increased crowding of the City thoroughfares has been accumulating in a greatly increased ratio during the last ten or fifteen years; causes to which attributable; 1337-1345——The late Sir Matthew Wood, formerly Lord Mayor of London, projected several important improvements in the City, 1337.

Increase from 1811 to 1851 of from 1,138,000 to 2,362,000 in the population of the metropolis, 1337——Increase since 1811 of from 1,000 to 3,566 licensed carriages, exclusive of omnibuses, 1337, 1338——There are now 3,700 omnibus journies into the City daily, and 3,700 journies out, there being about twelve passengers by each omnibus, 1338-1340. 1345——About 200,000 persons enter the City daily on foot, 1340——About 15,000 enter and leave during summer by means of steam-boats, 1340-1342.

Private carriages rarely enter the City on account of the crowd, 1344—— Statement of the number of passengers arriving each year at the several metropolitan railway termini; growing increase of late years; 1344, 1345——Statement showing the gradual over-crowding of the resident population in the outer wards of the city, the number within the Walls being on the decrease; evils of such over-crowding; 1345, 1346——Advantage in a sanitary point of view of the removal of certain low streets as proposed by witness, 1346.

Enormous cost per acre of the land required for certain City improvements; unsoundness of this state of things; 1345-1347——Great advantage if a new thoroughfare were made

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*Pearson, Charles.* (Analysis of his Evidence)—*continued.*

made from a point near Fore-street to the valley of the Fleet, 347——Special advantages in buying cheap and low property for the sake of improved communications, 1347. 1355, 1356——Conveyances as now used from the more distant railway stations to the City would not be required if there were a central station, 1347–1349.

Exceptions taken to the objections urged against witness's scheme by the commission appointed in 1846 upon the subject of Metropolitan Railways, 1348——Different classes of passenger traffic arriving by railway in London, and different effects of such traffic in regard to the crowding of the streets, 1348, 1349——The family traffic, or that mainly requiring conveyances, would not be brought on to the proposed central terminus in Farringdon-street, 1349——Enumeration of several establishments in the City where great numbers of persons are employed; advantage of a central terminus to such persons, 1349.

Size of the London Bridge stations and the Blackwall station, compared with that of the proposed central station, with a view to show that the latter will not cause any inconvenience, 1348–1354, and *App. p.* 204——The central stations will have eleven distinct exits for its traffic, 1354——Anticipated great increase in the number of suburban passengers by the Northern and Great Western lines if there were a central terminus, 1354, 1355——Illustration, as afforded by the price per ton per mile at which the Great Northern Company carry coals, of the expediency in a commercial point of view of carrying large numbers of passengers at low charges, 1355, 1356.

The main objects of witness are to give free access to the north and north-west parts of metropolitan suburbs, to induce the population now crowded in and around the City to reside in the suburbs, and to convert the property occupied by them to purposes of public utility and convenience, 1355–1362——Anxiety of the middle and lower classes to live out of the City, 1356——Within half a mile of the proposed terminus there are 50,000 of the working population, 1356, 1357.

On public considerations and not on private grounds witness bespeaks the favour of the Committee to his project, in the prosecution of which he has expended over a period of twenty years a vast amount of money and of time, 1357——Considerable extent to which the scheme has received public countenance, *ib.*——Commercial importance of the scheme to the railways north of the river, 1357, 1358.

Contemplated receiving depôts for goods on different parts of the line, so that no inconvenience may arise in Farringdon-street, 1363–1365——Requirements which the Metropolitan Railway, with the extensions proposed thereto, fails to provide, but which are comprised in witness's scheme, 1366–1368——Communication proposed by witness between Farringdon-street terminus and the cattle-market, 1369, 1370——Circuitous route of passengers by the North London Railway adverted to, 1370, 1371.

Objections to a district rate or tax as a means of carrying out metropolitan improvement, 1372–1374——Grounds on which witness defends the application of the coal tax belonging to the City to the purposes of City improvements, though he would like to see some equitable arrangement for abolishing the tax altogether, 1375–1378.

Witness explains his model to the Committee; papers delivered in on the subject; 1378, and *App. p.* 198–200.

*Pennethorne, James.* (Analysis of his Evidence.)—Architect and surveyor under the Board of Works, 1383——Has had under consideration various improvements in connexion with metropolitan communications, 1384 *et seq.*——Has been instructed by the Commissioners of Works to prepare a plan as a remedy for the want of improved communication between the so-termed districts of Westbumia and Belgravia, 1387——Excessive inconvenience arising from the want of such communication, 1388–1390. 1392——The remedy proposed is a road to commence at the end of the Junction-road, Westbourne-terrace, and to terminate opposite the New-road from Brompton to Kensington Gore, 1391.

Explanation in detail of the route and mode of construction of the proposed road, showing that it will not be in the least detrimental to the beauty of Hyde Park or Kensington Gardens, 1391, 1392. 1395 *et seq.*——Uselessness of the Queen's-road as a public road, 1393, 1394——Estimate of 61,405 *l.* as the cost of the new road; items of which comprised; explanation thereon; 1404–1411——Contemplated exclusion of heavy traffic from the road, 1420–1433——Witness is not prepared with a plan for improved communication north and south *viâ* Park-lane, 1434–1436.

With regard to the communication at Tower-hill by Postern-row, witness has often been consulted on the subject, he considers it one of the most essential improvements required in the City, 1437–1439——Proposition by witness in 1854 for improved communications between Charing Cross and Southwark, 1440–1442——A sum of 75,000 *l.* (with interest thereon), as voted out of the coal tax, is available for such improvement, which, however, is estimated to cost 193,000 *l.*; 1442–1452.

The coal tax is supposed to be appropriated up to 1862, but any surplus is to be devoted to the Covent-garden improvements, 1453——Statement in favour of the principle of the coal

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*Pennethorne, James.* (Analysis of his Evidence)—continued.

coal tax for the purposes of improvements, 1454, 1455. 1458——Since 1851 the Office of Works has had the charge of improvements in the metropolis, 1456, 1457——Suggestion that two-thirds of the cost of improvements be defrayed out of a rate levied over a district round the metropolis, and one-third out of the Consolidated Fund, 1459–1470. 1482, 1483.

Doubt as to the advantage of the several improvements being carried on simultaneously, 1471. 1479——Saving if the total sum required were not borrowed at once, but were raised year by year out of the rates, and spent when raised, 1472–1477. 1479. 1484–1486——Doubt as to the propriety of the cost being all thrown upon the present generation, 1477, 1478——An ultimate cost of 3,000,000 *l.* ought to effect the improvements necessary for the accommodation of the traffic; the purchase of the bridges is not included herein; 1479–1481. 1484, 1485——The bridges should be all toll-free, 1481——The expense of making them so should be borne by a general district rate instead of by the counties on each side of the river, as is usually the case, 1482, 1483.

*Pimlico.* See *Pall Mall to Pimlico, &c.*

*Plans.* List of plans as referred to by the several witnesses, *App. p.* 204.

*Population.* Increase from 1811 to 1851 of from 1,138,000 to 2,362,000 in the population of the metropolis, *Pearson* 1337.

*Populous Districts.* Statement as to the central portions of the City having of late years become more thinly inhabited, whereas the neighbourhood immediately surrounding the City has become more populated, *Stevens* 1185–1193——Statements showing the gradual over-crowding of the resident population in the outer wards of the City, the number within the Walls being on the decrease; evils of such over-crowding, *Pearson* 1345, 1346.

*Post-Office.* Gain of nearly an hour in the transit of letters between London and Paris if the Post-office be connected by railway, as proposed by witness, with the London Bridge stations, *Bennoch* 212——Extent of the saving in postal communication with Paris, &c. by the proposed scheme for the extension of the Metropolitan Railway, *Fowler* 924——Means of communicating with and granting considerable facilities to the Post-office, under witness's scheme for converting the Regent's Canal into a railway with extensions, *Bell* 1099–1101. 1109–1112.——*See* also *Smithfield Market.*

*Postern Row, Tower Hill.* Many great improvements might easibly be made in the communication between the docks and the bridges but for the obstacles put forward by the Tower authorities in regard to Postern-row, *Hall* 561–568——With regard to the communication at Tower-hill by Postern-row, witness has often been consulted on the subject; he considers it one of the most essential improvements required in the City; *Pennethorne* 1437–1439.

*Poultry, The.* The Poultry might be widened without difficulty, the removal of the church being however necessary, *Tite* 26.

*Private Carriages.* Private carriages rarely enter the City on account of the crowding of the streets, *Pearson* 1344.

*Private Enterprise.* Objection to making new streets as arteries at the public expense, as the improvements required can best be effected by railways and private enterprise, *Haddan* 161–169. 175, 176——Probability of the Westminster Terminus Railway and the West London Railway being carried out by private enterprise, *ib.* 176–179.

Recommendation that wherever, as for example in the case of the Metropolitan Railway, works for improving the communication of the metropolis can be carried out by private enterprise, that course be adopted, and your Committee consider that most important results may be secured in that way, *Rep. p.* iv.

*Proceedings of the Committee. Rep. p.* vii–xii.

*Purchase of Property.* See *Arbitration. City, The. France.*

*Pym, John.* (Analysis of his Evidence.)—Adheres to the evidence given by him in 1854 before the Committee on Metropolitan Bridges; considers his plan for a super-way far superior to any scheme which has been laid before the present Committee; 1114–1120.

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*Quay Walls.* See *Embankment of the Thames.*

*Queen's Road, Kensington Gardens.* Uselessness of the Queen's-road as a public road, *Pennethorne* 1393, 1394.

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R.

*RAILWAYS:*

1. *Advantages of Railways over Streets.*
2. *Importance of the existing Railway Termini being connected by Railway with each other; Suggestions hereon.*
3. *Railway proposed from the Post-Office to the London Bridge and Waterloo Stations, &c.*
4. *Objection to the foregoing Proposition.*
5. *Line proposed from Cheapside to the Circus in Oxford Street and the Quadrant in Regent Street.*
6. *Proposition for converting the Regent's Canal into a Railway, with considerable Extensions thereto.*

1. *Advantages of Railways over Streets;*

Evidence generally in favour of railway communications in the metropolis as superior to improved street communication, and as of being of immense benefit to the inhabitants of London, *Stevens* 1211 *et seq.*

2. *Importance of the existing Railway Termini being connected by Railway with each other; Suggestions hereon:*

Advantage of the Waterloo and London Bridge stations being connected, *Bennoch* 230——Importance of all the railway termini being connected, as proposed by witness, *G. L. Taylor* 695——Proposition for a railway to unite the various railways north and south of the Thames; explanation in regard to the construction and working of this railway; its advantages over the Metropolitan Railway, *Footman* 1057–1090——The project would cost three and half millions, and would be a most profitable one to the shareholders, *ib.* 1065–1067.

Plan by Mr. Bird for the connexion of all the metropolitan lines with the Westminster Terminus Railway, *App. p.* 204.

Recommendation that the different metropolitan railway termini should be connected by railway with each other, with the docks, the river, and the Post-office, so as to accelerate the mails, and take all through-traffic, not only of passengers, but, in a still more important degree, of goods off the streets, *Rep. p.* iv.

3. *Railway proposed from the Post-Office to the London Bridge and Waterloo Stations, &c.:*

Considerable improvements if the projected railway from King's Cross, &c., to the Post-office were continued over the Thames by means of the proposed bridge, and communicated with the south-eastern and south-western lines, *Bennoch* 212–219. 228. 300–303.

In the plan of railways and roads contemplated by witness he has carefully selected lines on which no property of any value occurs, *G. L. Taylor* 336–339. 353. 402, 403——The railway should commence by a tunnel from St. Martin-le-Grand, under the ground east and south of St. Paul's, and should then reach the Thames by a viaduct to pass over Mr. Crawshay's iron-yard, *ib.* 342. 345, 346——It should cross the river by a bridge to comprise also a roadway, *ib.* 346-349——Consideration of the inclinations of the railway on each side of the river, *ib.* 347. 350-363. 379.

Course proposed for the railway after crossing the river, to the Waterloo and London Bridge stations, *G. L. Taylor* 354-363. 378, 379——Anticipated success of the proposed plan of railways in a commercial point of view, *ib.* 370. 400——Saving of time to the public in using the railways, *ib.* 374, 375——Facility for continuing the railway by tunnel from the Post-office to Shoreditch station, *ib.* 376, 377.

The railway would not interfere with any existing rights, *G. L. Taylor* 385——The railways and two bridges would cost about 1,500,000 *l.*; *ib.* 400——The railway would not interfere with the embankment of the river, *ib.* 387——Advantages of the line to the general traffic of the metropolis, *ib.* 387. 389, 390.

4. *Objection to the foregoing Proposition:*

Inexpediency, on account of the great expense, of the projected railway from the Post-office, partly by railway and tunnel south-east of St. Paul's to the London Bridge and Waterloo stations, *Hall* 523–529.

5. *Line proposed from Cheapside to the Circus in Oxford Street, and the Quadrant in Regent Street:*

Railway proposed from the west end of Cheapside to the Regent Circus (Oxford-street), and the Regent Quadrant; its object and advantages; how proposed to be carried out, *Moseley* 416 *et seq.*——Particulars relative to a contemplated super-way or Crystal-way

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5. *Line proposed from Cheapside to the Circus in Oxford Street, &c.*—continued.

in connexion with the railway, *Moseley* 420 *et seq.*——Grounds for anticipating that witness's scheme would be very successful in a commercial point of view, *ib.* 420. 436–438. 445–456. 475——The railway would be worked by atmospheric power, the trains running every five minutes, and doing the distance in five minutes, *ib.* 444. 457–460——Means for lighting the railway, *ib.* 465, 466.

6. *Proposition for converting the Regent's Canal into a Railway, with considerable Extensions thereto:*

By converting the Regent's Canal into a railway, with certain extensions thereto, witness contemplates a diversion of the east and west traffic into a north and south traffic, *Bell* 1091——Detailed statements showing the route proposed to be taken along the north and north-east of London, thence south through the Thames Tunnell, and thence to a junction between Greenwich and New Cross with the lines from London Bridge, *ib.* 1092——Branches also proposed to be made, *ib.* 1092——Terminus proposed at Fore-street, so as to accommodate a large portion of the traffic to and from the City, *ib.*

Means for making a junction with the South Western Railway, *Bell* 1093, 1094——Distance from the Bank by witness's line to the cattle-market, and the several northern railway stations, Notting-hill, &c., *ib.* 1096. 1113——Witness estimates the total cost of the line at 1,888,055 *l.* including 700,000 *l.* for the purchase of the Regent's Canal, *ib.* 1098, 1099——Witness delivers in a written statement in explanation of the advantages of his scheme for metropolitan communications, *Bell's Ev. p.* 125–127.

Proposed extension of the line from Fore-street to the Post-office and from thence, partly under ground, to Trafalgar-square; explanations hereon; *Bell* 1264–1266. 1269–1273——There would be a branch line, above ground, from Fore-street to the Shoreditch station, *ib.* 1265–1274——There would also be an extension over the river at Blackfriars Bridge to the Waterloo station; how this should be carried out; *ib.* 1267, 1268. 1279–1282——There are no engineering difficulties in the way of witness's scheme, *ib.* 1278–1280. 1283.

In further explanation of witness's project, he delivers in a Table of the relative level of the surface of the rail to that of the various streets under or over which it passes, *Bell* 1824.

Plan showing the communication proposed by Mr. Bell, *App. p.* 204.

*See* also *Atmospheric Railways. Charing Cross Junction Railway and Thames Embankment. City Terminus Railway. Crystal Way and Railway. Embankment of the Thames*, 2. 4. *Great Victorian Way. Hungerford Bridge*, 5. *London Railway. Metropolitan Railway. Passenger Traffic. Post-Office. Under-ground Railways. Viaducts. Westminster Terminus Railway.*

*Rate.* Approval of a proposition for selling the City property in order to carry out improvements, and then for levying a general rate over the whole of the metropolis, in order to cover the loss accruing from the improvements as well as to pay the current expenses of the Corporation, the metropolis having a voice in the expenditure of the rate, *Tite* 65–73——The improvements contemplated in the metropolis should be borne by a local rate or tax, which should extend to the limits of the coal-tax, *ib.* 82–90. 94–99. 101——Difficulty in fixing the limit within which the rate should be levied, *ib.* 88. 95. 99.

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The funds for the improvements proposed by witness might be raised by temporary rate, *G. L. Taylor* 398–400——Sundry provisions proposed by Mr. Oliveira in regard to rates for the purchase and maintenance of the metropolitan bridges, *Ev. p.* 48–51——Objections to a district rate or tax as a means of carrying out metropolitan improvements, *Pearson* 1372–1374.

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1. *Generally as to Improvements in the City, &c.*
2. *Propositions for improved Communications, East and West.*

1. *Generally as to Improvements in the City, &c.:*

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TO

# REPORT

FROM THE

# SELECT COMMITTEE

ON

# METROPOLITAN COMMUNICATIO

*Ordered, by* The House of Commons, *to be Printed,*
23 *July* 1855.

415—I.

*Under* 8 o

# FIRST REPORT

FROM THE

## SELECT COMMITTEE

ON

# SALE OF BEER, &c. ACT;

WITH THE

## MINUTES OF EVIDENCE,

## AND APPENDIX.

*Ordered, by* The House of Commons, *to be Printed*,
20 *July* 1855.

*Martis*, 26° *die Junii*, 1855.

*Ordered*, That a Select Committee be appointed to inquire into the Act of last Session for further regulating the Sale of Beer and other Liquors on the Lord's Day.

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*Sabbati*, 29° *die Junii*, 1855.

Committee nominated of,—

| | |
|---|---|
| The Hon. F. Henry F. Berkeley. | Mr. Villiers. |
| Mr. Cobbett. | Mr. Massey. |
| Mr. Ker Seymer. | Sir William Clay. |
| Sir John Pakington. | Mr. Brand. |
| Mr. Scholefield. | Major Baring. |
| Lord Harry Vane. | Sir William Jolliffe. |
| Mr. Gregson. | Mr. Cheetham. |
| Mr. Patrick O'Brien. | |

*Ordered*, That the Committee have power to send for Persons, Papers, and Records.

*Ordered*, That Five be the Quorum.

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*Veneris*, 20° *die Julii*, 1855.

*Ordered*, That the Committee have power to report the Minutes of Evidence taken before them, from time to time, to The House.

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# FIRST REPORT.

THE SELECT COMMITTEE appointed to inquire into the Act of last Session, for further regulating the SALE of BEER and other LIQUORS on the LORD'S DAY, and who were empowered to send for Persons, Papers, and Records, and to Report the Minutes of Evidence taken before them, from time to time, to The House:

HAVE taken Evidence on the Matters to them referred, and have agreed to Report the same to The House.

20 *July* 1855.

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*Jovis, 5° die Julii*, 1855.

MEMBERS PRESENT.

| | |
|---|---|
| Mr. Henry Berkeley. | Mr. Patrick O'Brien. |
| Sir John Pakington. | Mr. Ker Seymer. |
| Sir William Jolliffe. | Major Baring. |
| Mr. Cobbett. | Mr. Scholefield. |
| Mr. Massey. | Lord Harry Vane. |
| Mr. Brand. | Mr. Villiers. |

THE HON. F. HENRY F. BERKELEY, IN THE CHAIR.

*Thomas James Hall*, Esq., called in; and Examined.

*T. J. Hall*, Esq.
5 July 1855.

1. *Chairman.*] YOU are a Magistrate at Bow-street?—I am.

2. Have you turned your attention at all to the Act commonly called the Sunday Beer Act of last Session?—I have.

3. Have any cases come before you under that Act?—There have been informations under the Act, but no question has ever arisen with regard to the words "*bonâ fide* travellers."

4. Will you be kind enough to give the Committee your opinion of the meaning of those words?—As I have said, I have never had occasion to pronounce any opinion, as a magistrate, on the subject, but I have from time to time considered the decisions which have been pronounced by others, and it occurs to me that a man ought not to be considered a traveller who goes out of town, for instance, to Hampstead or to Highgate or to Greenwich or to Richmond, merely for the purpose of passing an hour or two to relieve himself from the tedium of the day, or to inhale a little fresh air. I think that, in order to give effect to these words, and to enable the Act of Parliament to be worked at all, there should be something approaching to necessity; that a man should assign a reason which, to some extent, rendered it necessary that he should go out of London to that distance, and showed that it was only reasonable, under the circumstances of the case, that he should be permitted to obtain refreshment at that spot instead of waiting till he returned to London. I cannot bring my mind to think that the Legislature ever intended by the words "*bonâ fide* traveller" to include a person who chose to put himself in a steam-boat and go down to Greenwich to pass an hour or two, or to proceed in an omnibus to Richmond, intending to come back again in the course of that day, unless he could show that there was something approaching to a necessity for his doing so. It would be impossible, if you put so large a construction upon the words "*bonâ fide* traveller," as some have done, to give any effect whatever to the Act of Parliament. I do not wish to put too limited a construction upon it. I believe one magistrate has decided that nothing but what is commonly called business would justify a man being considered a traveller. Others, again, put so large a construction upon the words as appears to me to make the Act of Parliament perfectly nugatory.

5. You draw a distinction between a traveller upon business and a pleasure-seeker; I use the word which some of the magistrates have used?—I do not

*T. J. Hall*, Esq.

5 July 1855.

mean to confine it entirely to what is ordinarily called business; but I would not go the length of saying that a man who simply goes out for a few hours of the day, to relieve his mind, or who may go to see Hampton Court and Bushy Park, when the horse-chestnuts are in bloom, is a traveller.

6. Would you conceive a gentleman to be a traveller who was ordered to go to Dover for his health?—If his medical man told him it was necessary that he should quit London immediately, and proceed to Dover, I should say that was a case of necessity, and that in any town he was passing through on his way to Dover, any publican would be bound to receive him as a traveller, and supply him with refreshment.

7. While an Act is capable of producing such a difference of opinion among the magistrates, do you not think that the comforts and conveniences of the public may very much suffer?—As most of the magistrates, I believe, have put a very large construction upon the Act, I do not consider that there is any great inconvenience to the public. I do not believe, as far as I can collect, that there is more than one magistrate, or perhaps two, who go the length of saying that business alone shall be an excuse. But if you put a very large construction upon the words, and say that anybody who goes out only to gratify his humour is a traveller, nobody would attempt to bring a second case before a magistrate who had so decided.

8. Do not you consider that the difference of opinion which magistrates entertain on this subject, and which apparently they indulge to any extent, must produce great inconvenience and must lead to informations without end?—In those districts where the magistrate puts so very narrow a construction upon the words "*boná fide* traveller," there must be a different administration of the law from that which prevails in another district where the magistrate puts a larger construction on them; that would be an inconvenience, no doubt; all conflicting decisions, of course, are bad.

9. I presume, as a rule, any Act which gives rise to such conflicting decisions cannot be termed a very good Act of Parliament?—Certainly not; I should say to that extent it becomes almost inoperative.

10. Therefore do you not conceive that the alteration of an Act of Parliament is necessary upon which not only the stipendiary magistrates, who are generally good lawyers, give adverse opinions, but which justices of the peace, who are not lawyers, throughout the country, twist according to their own opinions?—I think it would be desirable that there should be an alteration; I think it very desirable to have the terms better defined, so that we may arrive at something like a uniformity of decision.

11. Have you made any calculation as regards the amount of drunkenness which has heretofore taken place, and which you may suppose to have been operated upon by this Act? Do you consider that drunkenness on Sunday has been checked, or the contrary, by this Act?—I think it has been checked; there are fewer charges on Monday at Bow-street than we used to have before the Act came into operation. I was so engaged yesterday that I could not give that attention to the matter which I wished, but I made a note from the charge books of the number of night charges which occurred from the 20th of March 1854 to the 3d of July 1854; and then from the 19th of March 1855 to the 3d of July 1855, being the corresponding period in each year; during the 15 weeks in the year 1854, I found the Monday night charges amounted to 604, and out of that number there were 381 charged with drunkenness. For the corresponding period of this year, the total number of night charges amounted to 444, of which there were drunk 239; so that the aggregate amount of night charges would leave a difference of 160 in favour of the year 1855.

12. Do you consider that entirely attributable to the operation of this Act?—I can assign no other reason. I am strongly impressed with the notion that it is attributable to the Act, for I perceived that very shortly after the Act came into operation a check was given to the number of the charges which were brought before me on Mondays.

13. Did you take into consideration, when you made that calculation, that the country has during 1855 been suffering from an increase in the price of almost every marketable article; that wages have fallen, and that, in short, we are under the pressure of a war which did not exist during that period of 1854?—I have not expressly taken that into my calculation, but for a reason which I will state, I should think that cannot have made much difference. I am

prepared

prepared to say that, I think, upon the whole, taking 11 months before the Act was passed, and 11 months since it was passed, drunkenness has not diminished. We find that, although there are fewer cases on Monday, there are more drunken cases on Tuesday or Wednesday than there used to be formerly.

14. In making this calculation in reference to the metropolis, have you also considered the number of idle and dissolute persons who have been carried off by the recruiting which has been going on for the army and the navy?—No; I have not had any means of calculating that; there may be some little difference in that respect; I am not prepared to say to what extent.

15. As those persons are taken from the adult population, and are to be found particularly among those characters who do drink, do not you think that that circumstance ought to be taken into consideration before you draw any inference from the numbers you have given?—Those persons who have enlisted in the militia are generally young persons; and I do not think among youths of 17 or 18 there is the same extent of drunkenness as at a more advanced period of life.

16. It is not into the militia alone that recruits have entered, but a great number of persons have entered into the army and navy, and being generally induced by drink to recruit, may be supposed to have been persons accustomed to drink previously?—I do not think the recruiting for the navy will make much difference in the district of Bow-street; I think very few persons there have turned their attention to the navy; but the greater number of persons who are brought to Bow-street as recruits are young persons who come from the country, and have been in London a very short time.

17. Have you turned your attention to the inconvenience which those persons who are travelling by Sunday excursion trains, and by Sunday trains generally, must suffer from the closing of the public-houses at the time when the trains arrive?—They mostly, I suppose, carry some provisions with them; others who do not, and endeavour to invade the prohibited hours, must feel some inconvenience; but I should say it might be easily so contrived, that they might arrive and partake of refreshment between one o'clock and half-past two.

18. You must be aware that that could not take place in all districts; and in another point of view, do not you consider it is really a hardship upon the working classes that they should be compelled, on the only day they can command for healthy recreation, to endure that inconvenience?—It is perfectly well known that many of such persons do take with them refreshments. I do not think the working classes suffer so much as the more wealthy classes (comparatively speaking), who wish to go out of London and to enjoy themselves for the day. The labouring classes who go, would either come back to London and take their refreshments when they returned, or they would carry something with them to stay their appetites till they returned. But as you advance in the scale, you find that is not done.

19. Do you think the wealthy classes suffer from informations for drinking beer and partaking of provisions at licensed victuallers' houses?—I speak of the classes who are more wealthy than the labouring classes, such as petty shopkeepers, and persons of that description. Those persons would be more desirous of obtaining refreshments at the spot to which they went, and would be more clamorous at not getting it than common labouring men.

20. Do not you think it is objectionable to give the working classes and the middle classes to which you have referred such causes of complaint, which certainly the upper classes do not experience?—As far as my own opinion goes, I should be very glad to do away with such distinctions between all classes; but I think if persons who choose to go a short distance out of town thought fit to arrange their period of departure and of return, they would not find the hours at all inconvenient. If a man wishes to take an early repast, there is from one o'clock to half-past two to do so. If he wishes to take a later one, he can do so on his return to London between 6 and 10.

21. Do you think it desirable that the working classes should be compelled, on their day of recreation, rest, and amusement, to carry knapsacks on their backs like common soldiers?—Not exactly knapsacks. If they were to have any burdens of that kind, it would be a great inconvenience to them.

22. Heavy baskets, with two or three bottles, besides a child?—I should say, as far as my own impression goes, it is better there should be some little inconvenience

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venience sustained than that the evil which arises from keeping public-houses open all day should exist.

23. Do not you think it possible to alleviate in some degree the inconveniences felt under this Act by an alteration of the hours. For instance, why should not houses be kept open till 10 or 12 o'clock for the purpose of accommodating the 3,000 persons who are brought into this city on every Sunday after 10 o'clock?—I think that would be mischievous to the people themselves; the temptation is strong to go into one of these houses, and a resort to them would in most instances be followed by intoxication; for drunkenness prevails to an enormous extent. I think it is for the advantage of the people that they should not have temptation thrown in their way, which they cannot resist. Young men, for instance, in London, apprentices, and shopboys, and young women, apparently respectable, but who are, to a great extent, sadly addicted to drink, would pass their evenings in such houses; and I believe that although Monday is made a half-holiday, or whole holiday, by the labouring classes to some extent, yet still that system does not prevail to such a degree now, as it did when public-houses were open later in the evenings on Sundays.

24. Do you conceive one hour or two hours would make all that difference?—I think it would cause a great deal of mischief to allow them to be opened from 10 to 12.

25. Has it been brought under your notice that when the houses are closed at 10 o'clock on Sunday evening, those who are determined to drink resort to other and much more objectionable places?—From all the circumstances which have come to my knowledge, and the inquiries which I have made from time to time since the Act was passed, I believe I may say, speaking of my own district, that there are more labouring men at home with their families on the Sunday evening than there used to be.

26. Are you aware of the existence of those places I have pointed out to you; coffee-shops, for instance, and other places?—I have no doubt spirits are sold at most of them.

27. Such places, for instance, as will sell the three-half-penny beer, as it is called; are not you aware that liquors are sold at such places to a very great extent?—To some extent; but the liquors are so extremely bad I believe that people are not very much disposed to take them to any great extent.

28. Are not you aware that since the passing of this Act, and since public-houses have been closed on Sunday, greater resort is now made by the young and dissolute to places such as brothels, where liquors are sold all but publicly?—I am not prepared to say that. I am aware of their going to brothels and drinking there; but this I will say, that I believe from all the information I have been able to collect, that coffee-houses are less resorted to than they used to be, although I am quite aware that spirits are sold to a great extent there.

29. Have you had an opportunity of seeing the evidence taken before the Committee of which Mr. Villiers was chairman, in which a reference was made to the quantity of alcoholic drink sold at beer-shops?—I have only a general recollection of it. I remember reading the evidence at the time.

30. Are you aware that that sort of illicit trade has increased almost a hundred fold?—I am not; as far as I have ascertained from the police who visit those houses where people are suspected to be selling such refreshments, I do find that that is the fact.

31. Have you had any case brought before you?—No; no cases have occurred at Bow-street to induce me to suppose that that is the fact; I cannot answer for other districts.

32. Sir *J. Pakington.*] If the Committee rightly understand you, with respect to the term *bonâ fide* traveller, you do not hold anyone to be a traveller who travels voluntarily?—I do not mean to say that a man going out of town, and not intending to return on the same day, though he goes for mere pleasure, would be excluded from the term "*bonâ fide* traveller;" nor do I limit it to mere business. But I say that if a man quits London merely to pass a few hours within no remote distance, meaning to return the same day, I cannot give any effect to the Act of Parliament, if I am to call that man a *bonâ fide* traveller. The words, "*bonâ fide*," I think, were inserted by the Legislature to mark their intention very strongly; and that they intended to signify, "You, who have to administer

administer the law, must take care how you arrive at the conclusion that a man is a traveller, and must not listen to any frivolous excuse or slight circumstance, but see that he is really and truly what he professes to be."

33. If I understood you to restrict the words "*bonâ fide* traveller" to a man who travels for purposes of business, I misunderstood you?—I should say if he travels for business he would be a traveller; but I should limit it not to business only, but to any case of necessity. If a man received news that a near relative was at the point of death at Dover, and he was required to go off immediately, I should say there would be compulsion in that case; he does not go to gratify his curiosity, or to inhale the fresh air there for a few hours, and return.

34. If any magistrate were to hold that any man should be considered a *bonâ fide* traveller who had left his home and travelled so far that, by reason of time and distance, it would be reasonable he should seek for refreshments elsewhere, would you object to that definition of a *bonâ fide* traveller; would it be larger than you think would be right?—It is a very difficult thing to define a traveller by time or by distance; I do not know how that could be done, or where the line is to be drawn, whether a man is to go five miles, or 10, or 50, or whether he is to remain 10 hours or one hour; I see nothing in the Act of Parliament which would justify a magistrate in laying down any such rule.

35. Do not you think it desirable that where the Legislature has made the administration of the law to turn upon an expression of that kind, there should be some definition of the term accepted and understood?—I think it would be a very desirable thing for the Legislature to attempt to define the meaning of the words *bonâ fide* traveller, in order to guide those who have to administer the law.

36. Do you think it would be an unreasonable interpretation of that expression, to consider any man a *bonâ fide* traveller who has gone so far from his home as to make it reasonable he should require refreshment elsewhere?—I should say if he went of his own accord, having no reason to depart from London, except his own desire to pass away a few hours, it would be no consequence whether he went only to Highgate or to St. Albans, one being five miles and the other 21.

37. Here we have to carry into effect an Act of Parliament; you have just mentioned the case of a man who goes to Hampton Court, to see the chestnuts in bloom in Bushy Park; supposing that on the same day, and at the same time, one man goes to Hampton Court, to see the chestnuts in Bushy Park, and another man goes to Hampton Court in consequence of being called there to the death bed of a relation; you have mentioned yourself both cases; should you say one of those men was a traveller, and the other was not?—Yes; I should say one was a traveller and the other was not, because if I do not draw some such distinction I fritter away the Act of Parliament, and render it perfectly useless, and I could not give effect to it in any way whatever.

38. If it is your opinion that in one of those cases the man would be a traveller, and in the other he would not, how would the keeper of any hotel at Hampton Court draw the distinction between those two?—That is the difficulty; and the question would be, whether the police or the party complained of are to establish it; it is an exception to the rule, and I take it that the publican must bring himself within that exception, however difficult it may be; I take it that the Legislature intended that he should make inquiries, and endeavour to satisfy himself that the man applying to him for refreshment was within the exception expressed in the Act.

39. Do not you think the impossibility of any tavern keeper drawing such a distinction makes it clear that it would be unwise for the law to attempt to draw that distinction?—That difficulty makes it almost impossible to work the Act. If you were to call upon the police to prove that the man was not a traveller, they could not possibly do it. I take it that the man who ought to give the proof, though I admit the difficulty even there, is the individual who sets that up as a defence for having apparently infringed the law.

40. Suppose the case of a person who goes to stay at Richmond, and to sleep there: is he a traveller, in your view of the subject?—If he went there at half-past two, and demanded refreshment, intending to sleep there, and said to the hotel keeper, "I want to pass the night here," I should question whether even that would make him a traveller.

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41. But if he went to the "Star and Garter," and asked for a dinner, intending to return, you would clearly, in that case, hold him not to be a traveller?—If he were to go down simply to dine between the hours of half-past two and six o'clock, and then to return to London, I should not call him a traveller. If he purposed to pass the night there, that might make a difference, and make him a "lodger."

42. You spoke of the diminution of drunkenness since this Act passed: the periods you gave in 1854 and 1855 commenced with March in both years?—Yes.

43. This Act of Parliament came into operation on the 7th of August: how soon did you find the effect of it?—Almost immediately.

44. Why do you date your comparison from March?—Because I happened to have the books at hand for that period. If I had had time, I would have given the result for 11 months, from the 1st of September to the 3d of July 1854, and from the 1st of September to the present time, 1855.

45. Your experience does not lead you to the conclusion that any considerable proportion of the cases of drunkenness which are brought before the metropolitan magistrates are to be found among the class who make excursions out of London on the Sunday, does it?—A good many of those persons who are brought to Bow-street are persons who, I think, would go on such excursions.

46. Do you mean that the persons brought before you are from the class of people who are likely to make such excursions?—Yes, many of them.

47. When they are brought to Bow-street on a charge of drunkenness, where did that drunkenness arise; did it arise in the excursion out of London, or in some place of resort in their own neighbourhood?—I cannot tell that; if it be asked where a man got drunk, the reply often is, "I do not know; I took some refreshment; I had but a little drop, and I cannot recollect what occurred."

48. The Chairman asked you whether the diminution of the amount of drunkenness in 1855, as compared with 1854, might not proceed from causes connected with the war, such as high prices, and so on; as a matter of fact, were the prices of articles of common consumption much higher in the spring of 1855 then they were in the spring of 1854?—I should think they were rather higher in 1855.

49. You were asked about the recruiting; has any recruiting which has taken place for the British army gone on in London to such an extent as to make it possible that that can account in any degree for the diminution of drunkenness?—I should think not; we have a great many recruits brought to the Court, but upon questioning them, I generally find that they come from the country.

50. Sir *W. Jolliffe.*] You are aware that in the former Act the words "traveller" and "lodger" were used as applied to persons who were exempted from the operation of the Act, which limited the serving and consumption of liquors?—Yes; the words "*bonâ fide*" were omitted.

51. Are you aware that there was a great deal of conflict of opinion among the magistrates as to what was the definition of a "traveller" before the last Act was passed?—There was.

52. It appears from what you say, that adding the words "*bonâ fide*" has in no way cleared up the difficulty?—Speaking as a lawyer, I should say, there is very little difference whether you said "*bonâ fide* traveller," or "a traveller;" in either case you must satisfy yourself that the man is a traveller, but I take it we must presume that there was an object in the insertion of those words; it is an emphatic mode of requiring the magistrates to be cautious in arriving at their conclusions in regard to the fact whether the man was a traveller or not, and not to be satisfied with idle excuses or slight statements.

53. Your idea appears to be that these words "*bonâ fide*" were added, in order that the magistrates might restrict or limit, as it were, their idea of what constituted a traveller?—They were not to give too large a definition to the word.

54. It was intended, perhaps, by the Legislature merely to rectify the evil arising from the conflicting decisions which had taken place as to the word "traveller"?—I have no doubt the framers of that Act, and those who supported it, thought that by inserting those words they would draw the magistrates' attention more closely to the accompanying circumstances under which a man

a man was alleged to be a traveller, and that he must be really and truly a traveller, still leaving a good deal of difficulty in the matter.

55. Is not it your opinion that it has increased the difficulty?—I do not think it has.

56. Supposing the word "traveller" were omitted altogether, do you think there would be any great evil resulting; would not it be better to depend upon the limitation of the hours solely as to the consumption and serving of those liquors, rather than embarrass the Act with the definition of "a traveller"?—I think so; there is such contrariety of opinion existing on the subject, both in and out of the metropolis, that it would be advisable to expunge the words "*bonâ fide* traveller," and to rely upon the limitation of the hours.

57. Mr. *Cobbett.*] You would expunge the exception?—Yes; if you expunge the words "*bonâ fide* traveller," the difficulty would be removed at once, and the attention of the magistrate would be simply drawn to the fact, whether the hour mentioned in the Act had arrived or not at the time.

58. Sir *W. Jolliffe.*] And all the good which results from the Act, you think would be maintained, supposing the exemption were struck out?—I think so.

59. You attribute the benefits of the Act to the limitation of the hours?—Yes; because it is impossible that any good can result from allowing those words to remain in, considering the great diversity of opinion which they create, and I see no chance whatever of reconciling the conflicting opinions which have been given.

60. You say you would not consider that a gentleman going down to Richmond for mere pleasure, was a *bonâ fide* traveller; but supposing he went down in a carriage for the day, and put up his family at one of the hotels at Richmond, would not he be considered as a traveller, or as a lodger, and might not he receive during all hours of the day any refreshment he or his family required?—I should not be disposed to put that interpretation upon the Act; if he went to pass the day and the night, he might be considered in the light of a lodger; but if he went merely for the day, I should say he would not be a traveller. I feel myself obliged to arrive at that conclusion, in order to give some effect to those restrictive words in the Act of Parliament, because if you hold the contrary, I do not see where you are to stop in the interpretation of those words. You would allow such a latitude, that it would be impossible to say who shall not be deemed a traveller. One magistrate has decided that a man coming from the extreme east of London to Hyde Park, would not be a traveller; but if he went from Fitzroy-square up to Hampstead Heath he would be a traveller. I cannot understand why.

61. Sir *J. Pakington.*] Have there been many contradictory decisions among the metropolitan magistrates upon the subject?—A good many.

62. Sir *W. Jolliffe.*] Has your advice been asked in any of those cases?—No.

63. It is the fact, is not it, that persons go down to the larger hotels which the rich frequent at Richmond and Greenwich, and with their families are served with refreshment at all periods of the afternoon?—I believe so, from what I have heard.

64. But the manner in which the Act is put in force with respect to the smaller houses is, that they are closed from half-past two o'clock to half-past six?—Yes.

65. Do not you think the poorer classes are likely to feel it a grievance that, while they know that in those larger houses persons are receiving refreshment, they are excluded from entering the smaller houses?—I have no doubt if they perceive there is any such distinction, they do feel extremely sore.

66. That may account for some of the grievance which is felt in this case?—It may. I have no doubt a poor man, seeing a wealthy man enjoy himself in a large hotel, would feel extremely hurt to think he should be precluded from entering a smaller place, and he would consider it a very great grievance.

67. Have you any doubt that great benefit has resulted in the suppression of drunkenness by closing public-houses at 10 o'clock on Sunday night?—I think so, decidedly.

68. Do you think the closing of public-houses, particularly in the suburban districts to which people resort on Sunday from the metropolis between the

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hours of half-past two and six, equally tends to diminish drunkenness?—Probably the evil would not be so great in the suburban districts as in the metropolis.

69. Is not five o'clock in the afternoon a very common hour for the lower classes to partake of their tea and refreshment?—Even earlier than that.

70. Then it must be a great inconvenience to be excluded from places where they can obtain refreshment at the hour of five in the afternoon?—If they go out of London; in London, of course, they would have their own houses to resort to.

71. You have been asked about recruiting, and you say that those persons who are recruited for the militia are not persons whom you consider to be exclusively taken from a drunken class?—By no means.

72. And with regard to other recruits who are received in London, are not they, generally, persons who have come from a distance to seek employment in the metropolis, or who have found employment which does not suit them?—It is the fact that they are, generally speaking, from the country, having come to seek work in London, and not finding it they enlist.

73. The law stands in this way, does not it, by the 3d and 4th Vict., houses were closed on Sunday night at 12 o'clock, and were not opened again till Sunday at one?—Yes.

74. And from that no evil has arisen, and you have never heard of any complaint as to the working of that Act?—I have heard no complaint at all.

75. The complaint has chiefly arisen since the Act of last session, which did not alter that part of the enactment, but only allowed the houses to be open from one o'clock on Sunday to half-past two, and they were then closed till six?—I do not hear any complaint from people living in London; the complaints against the Act proceed from persons who go out of London on Sunday. I have never heard any individual complain of the hours specified in the 17th and 18th Vict. in London, and I do not see that there is any ground of complaint in London. I think between one and half-past two is a very convenient time for people to get their refreshments.

76. Do not you consider, even in London, that the fact of the houses being closed from half-past two to six o'clock is some inconvenience to the population?—I do not think the poorer classes seek for much refreshment, beyond drink, after six o'clock; after that hour they want alcoholic drink.

77. From your knowledge, as a magistrate of considerable experience, would not you say that great good has resulted from closing the houses at 10 o'clock at night?—I think so.

78. Sir *J. Pakington.*] Would you think it undesirable, as a London magistrate of very considerable experience, to extend the hour of closing on Sunday evening?—I do not see the necessity for there being any further time allowed.

79. You think that any change of that nature would be disadvantageous to the community?—I do.

80. Mr. *Massey.*] With respect to the words *bonâ fide*, they were introduced into the Act of last Session for the purpose of assisting the magistrates and the publicans in understanding the law?—I presume so.

81. And you are of opinion that it has entirely failed to produce that effect?—According to the decisions which have been pronounced, there is just as much contrariety of opinion now as there ever was.

82. Then the law is in the same state of uncertainty since the introduction of the words "*bonâ fide*" as it was when the Act of Parliament merely used the word "traveller," without using the words "*bonâ fide*"?—I think so.

83. As an experienced lawyer and magistrate, do you think it is practicable for the Legislature to define the word "traveller" so as to enable this Act to be worked harmoniously, and to enable publicans and magistrates to know what the law really is?—I think it would be extremely difficult to frame any explanation; you must add other words to the word "traveller" in order to point out specifically what the Legislature means; it might be done by saying, "unless it shall appear to the magistrate to be a case of necessity."

84. That would still leave a large discretion to the magistrate?—Yes.

85. Do you think that that discretion may safely be reposed in all the justices of the peace throughout this country, many of them not being learned in

in the law?—I think many of the justices take a very sensible view of the Act of Parliament, as far as I have observed; they are assisted by professional men, and I am not prepared to draw too wide a distinction between a police magistrate and a justice of the peace, as to his interpretation of an Act; they are very experienced gentlemen, and devote a great deal of time to the consideration of their duties, and generally speaking, I think they perform them in a very sensible manner.

86. Practically, there is the widest difference of opinion in the construction of these words on the part of both stipendiary magistrates and unpaid magistrates?—There is. Within a fortnight after the Act passed there was a case which created a good deal of conversation at the time. Three persons arrived at distinct periods of the day, within the prohibited hours, at Hampstead, at a well known place there, called "Jack Straw's Castle;" one person came in his brougham, one man came in an omnibus, and another walked; the magistrate held that every one was a traveller, at the same time saying that he would not have so held had the party walked from the east-end of London to Piccadilly or Hyde Park. Another magistrate held that no one was a traveller unless he was carried away from London by business.

87. Sir *J. Pakington.*] The case at Hampstead, which you have mentioned, actually occurred?—Yes.

88. With respect to those three persons, was it ascertained in each case where they came from?—From London; I recollect the case struck me very much at the time; it was reported in two or three papers in precisely the same manner; I believe, as far as my recollection enables me to say, they all came from London.

89. Mr. *Massey.*] You say that one magistrate limited the word "traveller" to a traveller upon business?—Yes.

90. Was that gentleman a stipendiary magistrate?—He was a police magistrate.

91. You differ from him?—Yes; I would not put so very narrow a construction upon the word.

92. You do not confine the meaning of the word exclusively to business?—No, not to business in its ordinary acceptation.

93. You also state, in illustration of what you consider would come under the description of a traveller, that a man going to Hampstead, or to one of the suburbs of London, for a few hours' fresh air, would not be entitled to be considered a traveller; are the Committee to understand your view of the word "traveller" to apply to a man who travels by a London and South-western train to the Isle of Wight, returning to London in the same evening?—I should say he was in the same predicament as the other.

94. With regard to the definition of the word "traveller" it has to undergo two processes; in the first place the publican must put a definition upon it?—After he has investigated a case, he must decide for himself, if it comes within the exception.

95. He puts that construction upon the Act at his own peril?—He does.

96. You say also that the onus of proving a person applying for refreshment to be a traveller rests upon the publican?—I think so. If a case came before me, I should call upon the publican to prove that this party was within the exception in the Act of Parliament; I should say, "Apparently you have infringed the law, now show me that you bring yourself within the exception to justify your admitting the man into your house, and giving him refreshment."

97. What proof would you be satisfied with; would you require the person to be produced himself?—If it were practicable; it is much more easy for the publican to produce the man than for any other person to do so.

98. Do you think a man applying for refreshment at Southampton, and returning to London the next day, would be willing to attend before a magistrate at Southampton, on the Monday, to save the publican from a penalty?—Very likely not. I beg it to be distinctly understood that I feel the Act imposes a vast degree of difficulty upon the magistrate who has to administer the law; but in the midst of the difficulties which exist, the conclusion which I have arrived at is, according to my impression, the only one which can give any effect to the law.

99. With your great experience, supposing you were asked by the Home Office to draw a clause, defining what a traveller is, do you think you would safely undertake such a task?—I should be exceedingly sorry to undertake it.

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100. You have said that you think it would be desirable to exclude this vexed term altogether from the Act: do not you suppose that the words were introduced by the Legislature for the purpose of alleviating the extreme stringency of this Act?—No doubt they were introduced with the view that parties who were entitled to be called travellers should not be subject to the extreme inconvenience which must result from their being brought within the enactment.

101. Then the exclusion of the word from the Act would be attended with this consequence, that no person whatever could be served within the prohibited hours?—Yes, unless he were a lodger.

102. Do you consider that any objection would arise under those circumstances; do you think the law could be maintained?—That would depend entirely upon the view which the community took of it, they might complain of those restrictions; they might not like the hours which the Legislature determined on, but this advantage would result, the public would know what was the construction which the magistrates could put upon that Act, and how it could be enforced, which they do not at present understand; it is a mere conjecture, where a case occurs in a district for the first time, how the magistrate will decide.

103. Striking out the word "traveller," the Act is intelligible to all the world?—No doubt; then the magistrate would be governed simply by the time.

104. With respect to the practical effect of the last Act in diminishing drunkenness, you say the night charges have greatly diminished on Monday morning, and that the cases of drunkenness have diminished also in proportion; but that there are more cases of drunkenness on Tuesday and Wednesday?—One or the other; sometimes we have more on Wednesday, and sometimes more on Tuesday.

105. Can you say whether the weekly average of drunkenness is the same now as it was before the Act of last year was passed?—I am inclined to think it is; as I said before, I am quite ready to give the statement to the Committee if it is required, taking eleven months from the 1st of September to July 1854, and from the time the Act came into operation in 1854 down to the present time, and I think it will be found that the total amount of drunkenness is about the same.

106. To what do you attribute the increased drunkenness on Tuesday and Wednesday, since the passing of this Act?—Because men drink on Monday to a very great extent.

107. They drink on Monday because they cannot do so on Sunday?—Yes; most of the cases which are brought on Mondays before the magistrates now for drunkenness are cases of persons who got drunk on Saturday night.

108. Your experience is probably confined to the metropolitan district as to the mode in which this Act is administered; do you happen to know from other sources how the Act works in the provinces, and whether the provincial justices are more strict in their interpretation of it than the stipendiary magistrates of the metropolis?—I have from time to time corresponded with gentlemen in the country, one or two stipendiary magistrates, and one or two justices of the peace, who have written to me on the subject, and my impression is, that the country magistrates, generally speaking, do not put upon it that large construction which the metropolitan police magistrates do; they are more strict, I think.

109. Mr. *Villiers.*] Did you say that the charges on Monday, which used to be brought before you, were chiefly charges of drunkenness which occurred on Saturday night?—Yes, I think so. I speak of charges which have been brought before me since the passing of the present Act of Parliament.

110. Formerly they used to be cases of drunkenness on Sunday?—Yes.

111. On Tuesday and Wednesday, you say, you have more charges brought before you than you used to have?—Yes.

112. Do you know whether those are cases of drunkenness which have occurred on Sunday?—They are cases which have occurred on Monday.

113. Perhaps you have made some inquiry, and ascertained that?—From time to time I have given my attention to the subject; in fact, I see from the charge-sheet which is brought before me what the hour was; I speak from memory now; but I have a very strong impression that it will be found, on

referring to the charge-sheets, that those who have been brought to Bow-street on Tuesday have got drunk on Monday, and that formerly, before the Act passed, those who were brought on Monday got drunk on Sunday.

114. You are strongly of opinion that the closing of the public-houses at 10 o'clock on Sunday has diminished the amount of drunkenness in London upon that day?—I am.

115. It has not come under your observation that people drink in other places than public-houses, and that the amount of drunkenness has been as great in consequence?—If the drinking had increased at those unlicensed places in proportion as it diminished at the licensed houses we should see no difference on a Monday.

116. I understood you to say just now that these questions about travellers have entirely arisen since the Act of 1854?—Formerly there used to be discussions about the meaning of the word "traveller;" but since the passing of this Act the question has been renewed. Persons imagined when the Act of Parliament first came into operation that the words "*bonâ fide*" might make some difference, and lead to a greater uniformity of decision; but that has not been the case. The doubts which have arisen are not confined to the police magistrates; even members of the Bar entertain different views upon the subject.

117. This conflict of decision occurred before the year 1854, did not it?—Yes; there used to be questions raised about what constituted a traveller.

118. Did it arise soon after the Act of 1848 passed, and then subside since?—In every Act of Parliament where the word "traveller" has been used in reference to beer-houses and victualling houses there has always been the question mooted as to the definition of the word "traveller."

119. So that there is nothing new, in fact, in the difficulties which the magistrates have experienced in deciding upon that point?—Nothing new, except the introduction of those words "*bonâ fide*." I have already stated my impression why those words were introduced.

120. Did the magistrates in London come to any agreement as to what they would consider to be a traveller under the Act which was in force before the present Act of 1854, which bears date in 1848?—I am not aware that they ever came to any determination about the meaning that should be given to the word.

121. Did the Committee rightly understand you to say, that at first there was considerable difficulty in defining the term, and that lately there has been less complaint, as if something like an agreement among the magistrates had been arrived at?—No; I say there has always been a difficulty as to the definition of the word "traveller;" but some professional men imagined that the words "*bonâ fide*" being inserted in the last Act would induce the magistrates to limit the definition of the word traveller more than they did formerly.

122. There is nothing new in the introduction of the word "traveller," or a word as vague as that in all Acts relating to public-houses, is there?—The 9th of Geo. 4 speaks of travellers.

123. Do you think that the word "wayfarer" is more explicit?—I do not know that it is; one lexicographer speaks of a wayfarer as a man who makes a journey, another tells you it is a man who travels. I have heard some professional men contend that a traveller means one who goes a day's travel, I suppose alluding to the etymology of the word journey.

124. You are aware that there have been numberless Acts regulating public-houses?—A good many.

125. The policy of the Legislature has been to impose restrictions upon them, making an exception in favour of persons who might resort to them from necessity?—Yes.

126. In all those Acts there have been some terms which have been found to be somewhat vague when they came to be interpreted by the magistrates?—There is scarcely an Act which can be brought under consideration where some question does not arise as to the meaning of a word; questions, of course, will arise from time to time, whether those persons who have been entertained at public-houses come within the term mentioned in the particular Act of Parliament.

127. All the Committee wish to obtain from you is, the result of your

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experience, after the examination of those Acts of Parliament, that there is nothing new in the introduction of this word into the Act of 1854?—The introduction of the word "traveller" is not new, but the words, "*bonâ fide*" were not in the former Acts.

128. What would be new in the regulation of public-houses would be to impose a restriction against their being open to the public generally, and not to admit of those exceptions which have always been inserted in Public-house Acts?—And would simplify the matter certainly.

129. Would not it be new?—It would be new.

130. It has been the policy of the Legislature to close public-houses within certain hours on a Sunday, while at the same time it allowed of certain exceptions, which have been from time to time introduced, but it has not arrived at language sufficiently free from ambiguity, not to puzzle the magistrates in interpreting the Act?—The most puzzling word which has ever been used has been the word "traveller;" it has always given rise to a great deal of controversy.

131. The only suggestion which you can make for the restriction of public-houses, on the Sunday, is to close them altogether during the prohibited hours?—The most simple mode of getting rid of the difficulty, I think, is to specify during what portion of the day the house shall be open, and during what hours it shall not be open, and to make no exceptions; there would be less difficulty then in giving effect to the Act of Parliament; as long as this question exists, which is a very vexed question, I do not see that the Act of Parliament can be of much use.

132. Your complaint as to the difficulty of interpreting the Act is not confined to the Act of 1854, is it; the difficulty existed before that?—It did; the words "*bonâ fide* traveller" were introduced by that Act. In the previous Acts the word "traveller" simply was used.

133. The introduction of the words "*bonâ fide*," you say, is an attempt to make that clear which was obscure before, and it has failed?—Yes.

134. I believe in the metropolitan district it was the usual practice formerly to close the houses from 12 o'clock on Saturday night till Sunday at one; to open them from one to three, and close them again from three to five?—The Act which was passed in 1839 contained a clause prohibiting those houses from being opened on the Sundays before one; then if there was any afternoon service at three, that would be left to the operation of the 9th of Geo. 4, the Victualling Act, the license to be given under which directs that a man shall not keep his house open during the time of Divine service in the morning and the afternoon.

135. In fact, it has been the practice very generally throughout the metropolis to keep the houses closed from three to five?—Ever since I have been a magistrate, since the year 1839, that has been the case.

136. What has been new since 1854 is, that they have been closed from five to six?—From half-past two to six.

137. Did you hear many complaints of inconvenience arising from the closing from three to five before this Act passed?—No.

138. Either in the suburbs or in the interior of the metropolis?—There have been questions mooted from time to time, where there have been three services in the day, whether the service at five o'clock in the evening would be within the Act of Parliament, the Act having specified only two services, morning and afternoon, and there being in fact morning, afternoon and evening service; the general impression was, that it did not extend to the evening service, but that the Act was exhausted as soon as the morning and afternoon services had taken place.

139. Did it fall within your experience to observe any inconvenience to the public from the houses being closed from three to five; have questions as to travellers wanting to be served between the hours of three and five arisen before you?—Not before me. I know that such questions have occurred as to whether persons were travellers, so as to justify the publican in receiving them during the hours of service in the afternoon.

140. You have not heard that great inconvenience was experienced before 1854 from the houses being closed between three and five?—No; I have heard of disputes occasionally arising, whether a party was justified in receiving a particular individual into his house pending Divine service.

141. Would

141. Would you say that the great question as to what consituted a *bonâ fide* traveller had arisen in consequence of the restriction being extended from five to six?—The more you extend the restriction, of course the greater the number of persons who will complain.

142. There is a further restriction during the hours from 10 to 12; what is your opinion as to that; do the persons who present themselves as *bonâ fide* travellers, whose cases may have come before you in consequence, owing to their having been served with refreshments, generally present themselves between 10 and 12, or between five and six?—I should say, generally, during the earlier hours, in London; but I have already said that no such cases have come before me.

143. As far as you know, the inconvenience is chiefly felt by people between five and six?—I have not heard of any complaints.

144. Those cases which come before the magistrates arise from persons applying to be served between five and six?—Those persons who apply in London to be served, I should say, are those applying between five and six rather than between 10 and 12.

145. Are not there complaints on the part of people who return from excursions, that the houses are closed when they return fatigued by their journey?—I only know that fact from seeing letters in the daily journals; no one has ever complained to me on the subject.

146. Have you not had before you cases of publicans violating the law between 10 and 12, by serving those persons who have returned from their excursions?—I have not.

147. Where there is refreshment allowed to be sold at the railway stations, is it allowed to be carried on during those hours?—We have no station in our district, and I cannot answer that question.

148. Then you do not know of any inconvenience the inhabitants of London feel from the hour of closing being 10 instead of 11?—I have not heard of any inconvenience; and my own impression is that the inhabitants of London have no reason to complain.

149. Is it the fact that the beer-houses were always obliged to be closed at 11?—Yes; under the 3 & 4 Vict., 11 is the hour named for places within the Bills of Mortality.

150. Before this last Act I believe the public houses could be open all night?—The Metropolitan Police Act prevented their being open on Sunday before one o'clock.

151. Before this Act a public-house could be open all night, but a beer-house was obliged to be closed at 10 or 11?—There was a difference between a beer-house and a public-house in that respect.

152. A beer-house was always obliged to be closed earlier?—The hours have varied from time to time.

153. Now the public-house is obliged to be closed at the same time as the beer-house?—It must be closed at 10.

154. Therefore all places selling intoxicating drink are now closed at 10?—On Sundays.

155. All coffee-houses and eating-houses are open; the Act does not affect them, does it?—Not if they do not sell intoxicating liquors.

156. The restriction is chiefly upon the sale of intoxicating drink?—It is; the words are, "beer, wine, spirits, or other fermented or distilled liquors."

157. Mr. *Cobbett.*] Can you tell in what Act it is that the word "traveller" is first used?—Not at this moment; I know the word "traveller" is used in the 9th of George the 4th.

158. That is the Act relating to victuallers?—Yes; it is called the Victuallers' Act.

159. Is not the word "traveller" used as an exception in order to conform to the rule of the common law, which compels innkeepers to take in all travellers who require to be accommodated?—I presume the object is to prevent that accommodation which the common law gives them from being disturbed; an inkeeper is indictable if he refuses to entertain a traveller.

160. According to the common law, is not a licensed victualler bound to open his doors to a traveller without asking him even whether he is a traveller or not?—A licensed victualler is bound by the statute law, and not by the common law, and we must look to the provisions of the statute regulating him.

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161. Has not it been the ruling of the judges that a man is indictable if he does not open his doors to a person at any time of the night, or on any day of the week, if his house afford room?—If the Act of Parliament is not violated by the opening of the door, I take it a traveller would be entitled to demand refreshment according to the common law.

162. Would a victualler be justified in saying, "I will not admit you, because you do not prove to me that you are a traveller"?—He would refuse at his peril.

163. He would be liable to an indictment, and to an action at law, would not he?—I have known indictments tried respecting the refusal to admit a traveller, and in some instances an action would lie.

164. Do you recollect the case of Williams *against* Ivans, in which Mr. Justice Coleridge held that a licensed victualler has no right to ask a person knocking at his door on Sunday night whether he was a traveller, or what his name was?—I am aware that Mr. Justice Coleridge has decided some case of that kind, wherein a man arrived at a very late hour of the night, but there all the circumstances attending that case proved that the man could be no other than a traveller.

165. It was a man on horseback, was not it?—I think it was, and that he was an attorney.

166. Upon being asked his name, did not he use some abusive expression?—He did use some coarse expression.

167. Notwithstanding that, did not Mr. Justice Coleridge hold that the innkeeper was indictable for not letting him in?—He did, as far as I recollect the case.

168. Under the present law, you give it as your opinion to the Committee, that a licensed victualler on being summoned to answer for having suffered a person to come into his house during the prohibited hours, is bound to show that the person comes within the exception?—That is my opinion. I think it is less difficult for him to do that than for the police to show the contrary.

169. Do not you think it is rather hard that a licensed victualler being told by the common law that he shall not ask the question, or that the person asked need not answer him, the magistrate, on having that licensed victualler called before him, should exact of him a proof which the common law says he must not ask for?—As I said before, in order to bring himself within the exception, he ought to endeavour to arrive at some facts, or state some circumstances to the magistrate, which might induce him to regard the man as a traveller. If he understood from the applicant that he had come from London, for a few hours' pleasure, or perceived from any circumstance that he was not really and truly what is generally meant by a traveller, he might refuse him admission.

170. Supposing in the winter time, and during the prohibited hours, a person knocks at the door of a public-house and demands entrance, and suppose he refuses to give any answer to the questions, "Who are you?" "Where do you come from?" "Are you a traveller?" Do not you think it is hard, on summoning the publican before you for suffering that person to come in, not being a traveller, to exact from the publican proof that he was a traveller?—No; there is a difficulty in the way of the man ascertaining it; but I do not see any hardship in his endeavouring to satisfy himself by saying to the man, "The law declares I am not to admit you, except you shall be a traveller;" I take it that the case which Mr. Justice Coleridge decided, was the case of a man who kept a common inn.

171. Every innkeeper is a licensed victualler, is not he?—He has a licence to sell.

172. With regard to the exaction of such a proof, is not it the rule of law that, where a man sets up a statute, and the enacting clause containing an exception, he who sets up the statute has to negative the exception?—That is not always the law.

173. Is there any exception to it?—My impression is, but I do not mean to say that others would concur with me, that if an individual is found apparently infringing the law, and an information is laid against him, and a *primâ facie* case is established, he must in general take himself out of the operation of the Act, and show the circumstances under which he is brought within the exception.

174. Will

174. Will you allow me to read a few words of Mr. Justice Buller, in a case which is quoted in Dwarris on Statutes, page 515 : "I do not know any case for a penalty on a statute where there is an exception in the enacting clause, that the plaintiff must not show that the party whom he sues is not within it"?—In drawing an information or a conviction, you would be bound to negative the exception contained in the same enacting clause; but it does not follow that because you must negative that exception in the conviction, you are to prove the negative in every case.

175. You think that is the law?—I think so.

176. With regard to your notion of the meaning of the words "*bonâ fide* traveller," the words you used were, that there should be something approaching to necessity. Supposing a person were going to bury a relative three or four miles off, would you look upon that person, on his arriving at the end of the three or four miles, as a traveller who ought to be accommodated with lodging, and supplied with refreshment near the graveyard?—Provided there were circumstances which would induce the magistrate to think that it was not reasonable that he should be made to return to London to get that refreshment.

177. I am supposing the case of people in country districts, where they may have to come in the winter time, and in wet and disagreeable weather, over muddy roads, to the place of interment, do not you think it is a hard thing that they should not be able to get any refreshment in the neighbourhood?—In those cases I should hold there were reasonable grounds for the person seeking refreshment.

178. And that he was a *bonâ fide* traveller?—I should think he had brought himself within the exception.

179. Probably you would say the same thing with regard to going six or eight miles to christen a child?—That would depend upon circumstances. I should say if a man went merely as a matter of civility he was no traveller; if he were to be godfather, or if he stood in *loco parentis*, I should consider him a traveller.

180. Supposing the father and mother to come six or eight miles to a particular church they have a great fancy for, the godfather and godmother to be with them, would you say the father and mother were *bonâ fide* travellers, but not the godfather and godmother?—No; they would be going to do a necessary act to be present as sponsors. I should say, in that case, there was fair ground for their going upon that journey, and that it was only reasonable to give them refreshments.

181. Would you exclude personal friends who accompanied them, brothers and sisters, and so on?—Perhaps not relatives.

182. Supposing the case of a Londoner, a working man, a tailor, or a shoemaker, living in the neighbourhood of Drury-lane, or that part of the metropolis, were afflicted with illness, and the doctor should tell him it would be a good thing for him to get out as much as he could into the country, on any day he could spare from his work, and that day being Sunday; supposing he did so, but being feeble wanted refreshment before he got very far from London?—There I should say there is good ground for considering him to come within the exception.

183. All those are matters which you would have proved before the magistrate, by the publican, in order to bring himself within the exception?—I should expect the publican, in all cases, to produce the individual, or to give some evidence as to the circumstances under which he came there.

184. Those cases which I have put to you you would consider to be cases in which a man should be regarded as a *bonâ fide* traveller?—I should say there was fair ground for his leaving London, and under the circumstances stated it would be only reasonable that he should have necessary refreshment; that would just bring it to what I before said, there would be something like necessity.

185. Supposing such cases were proved to be very numerous, would you think that a good ground for relaxing the law which is now in force by any enactment?—I am not at all hostile to any fair relaxation of the law; when I express my opinion, it is only in regard to the construction which must be given to it as it stands. I have no desire whatever to restrict the comforts of people who are going into the country for reasons which have been assigned.

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186. Mr. *Scholefield.*] You now throw the burthen of proof upon the publican, and his case depends entirely upon the answer the traveller may give him. Supposing the traveller tells a falsehood, you make the publican pay the penalty; do you consider that to be a just state of the law?—If he were to give evidence that after inquiry he had ascertained certain facts, and if he called the individual, who being put upon his oath admitted that he had deceived the landlord, that would be a case which would lead to a mitigation of the penalty.

187. I assume the case of a person coming to a tavern or a public-house stating these facts, giving his name and his place of residence, his name and place of residence being false, but there is an utter impossibility in the landlord or the publican bringing that man before the magistrate, how would you deal with such a case?—If I saw distinctly that the publican was really impressed with the notion that what the man told was the truth, and he believed that that person was a traveller, I would dismiss the information; he would have done everything which a man could do, but such a case must be narrowly watched.

188. *Chairman.*] Do not you think it would be liable to great abuse that a publican should take every tale and every story from any person who chose to come to his house and tell him that tale or story, and give refreshment to such a person, and having done so should be liable to an information and to punishment. Is not it obvious to you that that would lead to lying and deception without end?—I have very little doubt that a man who was desirous of getting refreshment at a public-house would, in the majority of instances, endeavour to deceive the publican.

189. But you would punish the publican for being deceived?—That must depend very much upon circumstances; the magistrate, of course, would act very carefully in such a case, and watch it very narrowly, and if he believed from the circumstances that there was anything like a contrivance or collusion between those parties, he would inflict the penalty; but if he saw that the man had acted honestly, and had endeavoured to gain information, upon which he had acted, believing it was all true, I do not think the magistrate would convict that man, under those circumstances.

190. The informations against publicans, under this Act, must arise very considerably, if not altogether, from the police: do you not think it tends to place the police force in a very bad position, by turning them into common informers; is not that to be guarded against just now?—The police have a great many informations to lay, as policemen, and I do not see that it would tend to create a stronger feeling against them, if properly modified, than on their having to lay other informations.

191. This is a species of information which appears to be particularly obnoxious to the people. Do you not think it is laying a weight on the shoulders of the police which would be better avoided?—I do not see to whom you could transfer that power of laying informations.

192. Do not you think it is rather objectionable to place this kind of inquisitorial power in the hands of the police?—I do not think it makes much difference with regard to the feeling of the public towards them; they have already many informations to lay against publicans and others; and it is so well understood to be their duty to do those things, that I do not imagine that a continuance of the system of laying informations through policemen would create that strong feeling which the questions seem to imply.

193. Sir *J. Pakington.*] The fact of a policeman having to lay informations does not make him what is usually called a common informer, does it?—No.

194. Mr. *Villiers.*] They are at present bound to make reports on public-houses, with a view to informing the magistrates before the renewal of licences, are not they?—Yes; and very frequently it does not emanate from themselves; the magistrate may request them, in consequence of the frequent convictions of a party, to lay the facts before the licensing magistrates; other persons, inhabitants of the town, might also request it.

195. *Chairman.*] As regards the case which occurred the other day at Sutton, where two policemen went into an innkeeper's house, and laid an information against him for giving his brother and sister a supper at half-past 10 o'clock, do not you think that that is an obnoxious kind of duty to throw upon a policeman?—It would be very offensive, no doubt, to the publican; but I do not think the community in general would blame an officer for doing that which it is his duty to do.

196. Do not you think it very objectionable to throw such a duty upon him? —I do not think there is a stronger objection to that, than to a policeman demanding admittance into a victualler's house; that is very annoying to victuallers, and I know they have often complained of it; still I have told them, "You have thought fit to apply for a licence, you know the disadvantages as well as the advantages attending it, and you take it with that knowledge." *T. J. Hall*, Esq. 5 July 1855.

197. Mr. *Villiers*.] Do not you think if such a thing were allowed as that which has just been mentioned, probably publicans might have a good many brothers and sisters?—No doubt about it; it is a very common thing for publicans to say when they are supplying refreshments to people, that they are lodgers.

*William Corrie*, Esq., called in; and Examined.

198. *Chairman*.] I BELIEVE you are a metropolitan magistrate?—I am; I generally sit at Clerkenwell. *W. Corrie*, Esq.

199. Have any cases come before you, as to the meaning of the words *bonâ fide* traveller under the Sunday Beer Act?—Yes; we have had such cases.

200. Will you state the nature of the cases?—I may state the view which I and my colleague take of this question; we do not think, as Mr. Hall does, that we have any right to put the limited construction upon the word traveller which he has done: I think that I should be making myself rather a legislator than a magistrate, if I were to do so, because I find nothing in the Act of Parliament which says he is to be a traveller for business or for necessity, but simply a "traveller." Then what is the general meaning of the word "traveller?" It is a person, I consider, who goes from place to place, whether for business or for pleasure, and looking at this as taking place on the Sunday, I should think if the Legislature thought upon the subject they would rather have in view persons who travel for pleasure, if I may so say, than persons who travel for business or such purposes.

201. Do you know whether the metropolitan magistrates consider passengers by the Sunday excursion trains to be travellers?—I must consider them as travellers, and, emphatically, I should say, a man going to Brighton, or coming from Brighton to London, on Sunday, would be a traveller. I do not suppose it makes any difference that it is by an excursion train.

202. Would you consider that, under the present Act, persons who have been on an excursion on Sunday, say, to Brighton, and returning to London after 10 o'clock, ought to be admitted to the public-houses, to have refreshment as travellers?—Yes.

203. Has any case been before you, in which the effect of the Act has been such as to cause great annoyance to the public?—I think not; the judgment given at our court was very soon known, and such cases of inconvenience have not arisen. I also entirely differ from Mr. Hall with regard to the duty of magistrates, as to the onus of proof. The view I take of it is this: this is, first of all, something in limitation of the general rights of the public; it is also the imposition of a penalty. Now I should feel not at all justified in putting a stronger construction upon the Act than the rules of law applicable to these subjects warrant. I apprehend those rules are well known and clear. That is, that where, as in this Act of Parliament, the offence is in one particular section of the Act of Parliament, the person who complains must state and prove his whole case; merely alleging in the information that a person opened his house, and sold beer, will not do; he must allege that he sold it, and that the person to whom he sold it was not a traveller; that is the statement which must be proved.

204. Mr. *Cobbett*.] Proved by the person who lays the information?—Yes; the person who lays the information must state that the article in question was sold, and that it was not sold to a traveller, or it would be bad, and the Court of Queen's Bench would quash the conviction. I know of no rule of law throwing this onus on the publican. The only cases in which that general rule of law is relaxed is where the subject is more in the knowledge of the person complained against. There are certain familiar cases with respect to the Game Laws; a person could not kill game unless he had a certain qualification. If he was found killing game, the judge had to consider whether it was necessary that the person informing should show that he was not qualified, and they have held, after a

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great deal of consideration, that the man, the fact being in his own knowledge, must himself prove that fact. That is an exception to the rule.

205. Mr. *Massey*.] Almost a solitary exception, is it not?—Yes. In some cases they are almost absurd proofs that are required. In the case of a clergyman proceeding for his tithes, if there is an allegation that he has not read the 39 Articles, even there it is said you must give some evidence, though a small amount will do, that he has not read them.

206. *Chairman*.] You entirely disagree with Mr. Hall as to the necessity of the proof coming from the publican?—Entirely. I dispose of the information, unless the informer proves his whole case, and I say that is one of the allegations to be proved, that the parties are not travellers. How is the fact more likely to be in the knowledge of the publican than of the informer? In the case of a party wanting refreshments, if the publican does not know the individual, there would be no great harm in his giving refreshment to him. The case has been put of a person at Southampton: a publican is summoned on Tuesday or Wednesday for opening his house on the Sunday. He says, "I gave refreshments to a man from London, but I do not know the man, and how am I to prove it?" I think those cases all show that the general rule of law is the proper one, and that if carried out, there would be no great difficulty in the matter. Some of the magistrates are of opinion that it is an exception within the 11 & 12 Vict. c. 43, s. 14; but although the word "except" is used, I do not consider it an exception or proviso within that Act; I read this Act as if the words were, "If a publican shall sell beer to any one who is not a traveller, he shall be liable to a penalty of 5*l*." Let me suggest a state of facts; a policeman sees a person knock at an inn door before one o'clock on Sunday, after a time the window is opened and a conversation takes place between the landlord and the other person; the door of the inn is then opened and the guest is admitted. In a few minutes the policeman sees him indulging in a foaming tankard of porter. The facts being proved, the publican is asked for his defence, he says, "What you have heard, is true; when the gentleman talked to me, he said that he was a *bonâ fide* traveller, and that if I did not admit him he would have me indicted" (See Rex *v.* Ivens, 7, Carrington and Payne, 213.) "I believed his statement and gave him refreshment; he refused his name, and I have no means of finding him." Would any magistrate convict the defendant? I think not; if you do convict in such cases, you may convict 19 innocent men out of every 20 defendants. Mr. Hall's opinion renders the question still more difficult, because he says that the right to refreshments depends on the intention of the traveller in leaving home, something passing in his own mind; it seems to me, that if the opinion I have formed be not correct, the Act is so unjust towards the publican that it must be repealed.

207. Mr. *Cobbett*.] You were a practising barrister, were not you, up to the time when you were appointed a magistrate?—Yes.

208. How long have you been a magistrate?—More than 15 years.

209. How long had you practised at the bar?—Nearly 20 years altogether.

210. *Chairman*.] Are there any other suggestions which you wish to make upon this subject?—We can attack drunkenness under the present law; in the country it is very easy to make the distinction, because the publican will know whether the persons he entertains are persons living in the town who have come to sot in his public-house.

211. Sir *J. Pakington*.] I understand you to express the opinion, that in the case of an information being laid against a publican, that the fact, that the party to whom the refreshment is given is not a traveller, ought to be proved by the person bringing the accusation?—Yes.

212. *Chairman*.] With respect to the present time of closing public-houses, have you heard any complaint made of the short time during which public-houses are now open on Sunday, and have you heard of great inconvenience being suffered by travellers under the decisions from which you differ?—I cannot say I have heard much about it.

213. Have you had any remarks made to you, or have you sought for information as to the increase of drunkenness or otherwise, under the operation of the Sunday Beer Act?—We hoped that there was a little diminution on the passing of the last Act of Parliament, from the extra restriction during two hours, but I cannot see that there is much improvement.

214. Do you think there is more improvement than may be attributable to the increased hardship of the times and the drawing off of certain characters by recruiting in the army, the navy, and the militia?—I confess I have a notion that if you diminish the time during which public-houses are open you will, to a certain extent, diminish drunkenness; if you shut up two hours there will be a little less, if you shut up three hours it will be a little less still.

215. Have you had any opportunities of knowing whether the closing of the public-houses during the present hours on Sunday has had the effect of driving drunkenness into other quarters?—I hear of proceedings sometimes against parties who have not licences; they sell liquors which they buy not of the regu ar distillers but of illicit distillers.

216. Have you not had your attention called to that subject?—No; we have a great many convictions of persons for illicit distilling, and I should think a great deal of that liquor is sold to persons who are not licensed publicans.

217. Has that increased of late?—I think the informations have increased; it would depend a good deal upon the vigour of the officers, and so on.

218. Have you had any information of any kind that at coffee-houses and places where they sell small beer, liquors are now sold where they were not sold before the passing of the Act?—I cannot speak positively to that one way or the other; there have been informations against such people; whether they have been more or less numerous, I do not know.

219. Sir *J. Pakington.*] Have you had any comparison made at your Court of the number of Monday charges for certain periods before and after the passing of the Act of last year?—Not as to the number; we did perceive a little falling off of the Monday charges at first.

220. By the expression "at first," do you mean that the Monday charges now again are as numerous as they used to be?—The charges have amounted to about the same number, but that may be accounted for by the increase of the population, which has gone on very rapidly in our district.

221. You have not taken out any statement of the number of cases of drunkenness on Monday before and after the passing of the Act?—I looked through the accounts, and I saw there was such a small difference that it would not afford any information; nineteen-twentieths of the crime which prevails arises from drunkeness in some shape or other; if you could make people sober we should have very little to do.

222. *Chairman.*] It is stated that the public suffer a good deal of inconvenience from the decisions of the magistrates, who do not permit them when returning from the country by excursion trains to go into public-houses; do you consider that some change in the Act might be advantageously made as regards such travellers, or is it your opinion that such travellers should not exist?—I think, if the construction which I put upon the Act be the right one, there is no necessity for a change, because then those parties would be entitled to refreshment; if I am right in my construction of the law, the whole thing might work properly, especially if you throw the onus of proof upon the informer.

223. Where the magistrates do come to such conflicting decisions is not it evident that the public are suffering considerable inconvenience from those decisions?—I have no doubt where there are different decisions; if it be a crime in place A. and not in place B., that is a very bad state of things; but that must always exist where you have not some appeal from the decisions of the magistrates; we have the same difficulties on other subjects.

224. Those persons who are subject to those informations, considering their circumstances, would not be likely to appeal from the decisions of the magistrates, would they?—I think if there were an easy mode of appeal the question would soon be tried by some persons; there might be a subscription for the purpose, and the matter would then be settled.

225. Mr. *Villiers.*] Are the Committee to understand you to come to this conclusion about the law, that if anyone quits his residence and goes forth, he is entitled to be entertained at any public-house wherever he goes, and when he returns from that place home again he is entitled also to be entertained at a public-house, because he is returning as a traveller?—If you put the case of a person going to Brighton, or to the suburbs of London, and returning, I should say he was a traveller, and entitled to refreshment.

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226. It is quitting his residence, and quitting the place where he resides, and going forth to some other place, that makes him come under the description of a traveller in that other place?—Yes.

227. And when he returns home again to his own neighbourhood he is still a traveller, having been on a journey, and is entitled to be refreshed?—Yes, I think so.

228. If the law were amended so far as to place that construction upon the word "traveller," the magistrates would have no difficulty in deciding, would they?—No; I think there is no difficulty now; I think the other magistrates were, as no doubt they think I am, wrong. If my view is right, there is no necessity for any change in the law.

229. All that the informer would have to prove as regards your view would be, that the man had applied to a public-house in the neighbourhood where he resided?—Yes.

230. And therefore he was not a traveller?—If it were a village there would be no difficulty. In London the difficulty of proof becomes greater, but the principle of the decision is not different. If a man lives opposite to a public-house, I should not say if he walked over the way he was a traveller; but if a person went from Kensington to Mile End, a distance of seven or eight miles, I say he was a traveller, and entitled to refreshment.

231. When he came back from Mile End to Kensington, and goes to a public-house, and the publican discovers that he is a neighbour of his, he would be afraid to entertain him; but if he could prove he had been to Mile End you would say he was a traveller?—Yes, I think that would be an answer to the information.

232. Sir *J. Pakington.*] I understand you to say, if any man makes an excursion, no matter where, on Sunday, when he returns at night, if he, instead of going to bed, goes to a public-house within a hundred yards of his own house, you would still hold him to be a traveller?—Yes.

233. Lord *H. Vane.*] You would regard as an excursion the merely going out of one parish into another?—I should call that person a traveller.

234. Therefore, if he resides in one of the metropolitan parishes, and goes into an adjacent metropolitan parish, and enters a public-house there, he is to be regarded as a traveller, both on going out and on coming back?—I would not confine it to the question of a parish, because in crossing the street he might go from one parish to another. I think it should be some little distance; it is difficult to define what that distance should be, whether one mile or two miles, or five miles; but a man might make a short journey and be a traveller; one man might be as much exhausted in walking two or three miles as another in walking five or six.

235. *Chairman.*] Here are two eminent magistrates, Mr. Hall and yourself, both gentlemen learned in law; one holds that nobody is a traveller, and the other holds that everybody is a traveller; under these circumstances do not you think it is necessary that the Legislature should interfere and decide for the sake of the public, who is a traveller and who is not?—If you can do it; but you will find great difficulty in it. Mr. Hall declined drawing a clause, because he would say only that person is a traveller who goes out from necessity or on business.

236. In the meantime here are the unfortunate public and the unfortunate publicans pulled both ways; no decision can be relied on, and the law is not defined; do not you imagine under such circumstances it is necessary that the Legislature should interfere and come to some decision to do away with the obnoxious words, "*bonâ fide* traveller"?—I do not think the words "*bonâ fide*" have anything to do with it; the word "traveller" is the disputed word.

337. Do not you think the Legislature should interfere and place the matter in a position of certainty. At present the matter is left in a state in which you must perceive is very harassing to the public; would not it be better that some enactment should pass on the subject?—If the Legislature can agree on what ought to be allowed, and what ought not to be allowed, it would be very desirable.

238. Mr. *Cobbett.*] I understood you to say, that if the late Act had contained an appeal clause, that in your opinion would have led to a settlement of the law?—I think you would require two or three cases before you came to know what the judges would decide.

239. The

239. The magistrates throughout the country would by that means learn what the law was?—I think so.

240. Can you say, from conversation with your brother magistrates throughout the metropolitan districts, whether the majority of them agree with you or Mr. Hall?—I know of no one who puts so limited a construction upon the word as Mr. Hall. The length to which I go may appear absurd; but I do not see where you are to stop.

241. You disagree with Mr. Hall on two main points; in the first place, you give a liberal construction to the statute?—To the word. I say you must not put a confined construction upon it.

242. Because you think the Act in question is an Act restricting the general rights of persons?—Yes; I do not think there is much difficulty in our district in carrying out the law; I think it is carried out by the magistrates in cases where it is intended by the Legislature it should be carried out; that is, to prevent drunkenness.

243. Mr. *Ker Seymer.*] Are the Committee to understand you to say that you have given an actual decision to the effect you have stated; or that your opinion being well known, cases have not been brought before you?—I do not recollect any case being brought before me.

244. In what way did you make known your opinion; was it in open court?—Yes; it was upon the question of drovers bringing sheep to London, or something of that kind.

245. Do you know what the effect of your interpretation of the law has been upon the public-houses in your district; are they kept open during the prohibited hours on Sunday?—No.

246. There must be, of course, a great many travellers resorting to those houses, are not there?—All sorts of tricks are played, I have no doubt.

247. Considering your liberal interpretation of the word "traveller," probably there are a great many travellers going in and out of those houses during the prohibited hours?—There may be cases in which deception takes place; but the police being bound, as I contend, to show that the parties are not travellers, it is only in clear cases that they will proceed; if you find 20 or 30 people drinking in a public-house, and it is shown that they are parties living in the neighbourhood, the publican is convicted.

248. Have there been such cases of conviction?—Yes, there have. I will take the case of a person whose dinner hour is half-past twelve; he sends over a jug; it is put under a woman's apron, perhaps, and carried away; it is perceived by the policeman, and the person is brought before the magistrate. That is not such a case I think as Parliament would have legislated on, though it is within the words of the Act. I understand that the great object is to prevent drunkenness.

249. Mr. *Massey.*] In reference to your statement that you have observed a little diminution in the number of charges for drunkenness on Monday morning, is not your district chiefly inhabited by the working classes?—There are all classes. I should say generally they are not the poorest classes. St. Pancras is the principal parish.

250. Are the Committee to understand you to say that you think an appeal clause would be a remedy for those differences of opinion which exist among the magistrates as to the interpretation of the word "traveller"?—I have always thought it would be very desirable that there should be an appeal against all our decisions, so that they might be rendered uniform. There was a question which created great notice about a year ago, about hackney carriages; whether the drivers of carriages at railway stations were compellable to go with the first person desirous of hiring them; the magistrates differed; one magistrate held that he would convict all persons plying there if they refused the first fare which came; others, of whom I was one, gave contrary decisions.

251. Do not you think the judges of the Queen's Bench are very careful to avoid pronouncing any general opinion, but confine their decisions to the circumstances of the cases which actually come before them?—No doubt that is so.

252. Mr. *Villiers.*] How would any decision of the judges do more than declare what the law is, and does not the difficulty very much arise upon the evidence which is given in each case, as to whether a violation of the law has been committed?—No doubt all that the judges could do would be to say what

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constituted the offence. Put the case of a person going to and coming from Brighton: you would readily say he was a traveller when going to Brighton; on coming back to London it might be a more difficult question; the judges would say whether he was a traveller till he had completed his journey.

253. That would only decide those particular cases?—That is all.

254. A magistrate must always have difficulty in judging of the credit of a witness?—Of course, those cases we must always have to deal with, we must determine whether we believe the witness or not.

255. Mr. *Ker Seymer.*] You stated that you thought two or three cases would decide the principle?—I think so.

256. Mr. *Villiers.*] What principle would they decide?—Who was a traveller.

257. They would not decide who was a traveller generally, would they?—I think the judges, taking the case of the man going to Brigton, would say whether he was a traveller; supposing they decided that he was, another question would be whether on his arriving at the terminus he was still a traveller till he got home.

258. Has there been any difference of opinion among the magistrates, with respect to persons coming from such a distance as Brighton?—I never heard of any difference.

259. Are there not some cases where no doubt at all can arise at to whether a man is a traveller or not?—I should think there would be no doubt in such a case as I have mentioned.

260. It is in cases where there is a doubt whether a man is a traveller or not that the magistrate is perplexed?—If I had a doubt myself I should give the benefit of it to the publican.

261. Is not there something rather vague in the word "travelling," and would not even the Judges have a little difficulty in deciding who is a traveller?—I dare say they would.

262. You probably differ from Mr. Hall, who, rather perhaps for the relief of the magistrates, proposes that there should be no exception, but that public-houses should be altogether closed on the Sunday, magistrates not being able to define the meaning of the word "traveller"?—I do not give any opinion as to what the law ought to be; I only interpret the law.

263. Are you of opinion that the case is so difficult that you can only solve it in that way, namely, that you should have no exception whatever, but that the houses should be wholly closed at certain hours, and not open to any description of persons?—That would be an easy way of settling it.

264. That would be rather for the relief of the magistrates than the public?—I do not think the public would like it.

265. This is not the first year you have had to consider this question of the meaning of the word "traveller;" you are aware that it is a very common word in Public-house Acts, and that this discretion has always been vested in the magistrates, and I presume the question has arisen before them?—For some reason or other, it seemed to be a new question on the passing of the late Act. Upon the introduction of the words "*bonâ fide*," people seemed to have thought it was something new.

266. Why did the question appear to be a new question this year; is it because the houses have been closed during an hour which is peculiarly inconvenient to the public, namely, from five to six?—I have no doubt people became rather more irritated about it; as soon as you curtail their pleasure they are annoyed, and they begin to complain.

267. Does your experience enable you to say that that is an hour during which it is very inconvenient to the London public to have the public-houses closed?—I should think it is an inconvenient hour.

268. Should you say that the inconvenience has arisen more from closing the houses from five to six, than closing them at ten o'clock, whereas they used to be open all night; where do you think the inconvenience has arisen?—My opinion would be worth but very little, because I know very little on the subject. If you ask me what would be the result, I think it would be more inconvenient in those early hours of the day, just the hours when the parties going a little way out of town want refreshment.

269. When does the case arise which troubles the magistrate so much; is it between five and six that persons apply whose characters or circumstances are doubtful

doubtful to the publican, or is it later in the night?—I never heard of a publican refusing more at one of those hours than the other.

270. You stated just now that you thought the additional two hours in the evening had made a little difference in the amount of drunkenness; you are aware that the difference is between being open the whole night and closing at 10 o'clock?—I am.

271. You were disposed to think there was somewhat less drunkenness since the passing of the Act, and you say that about 19-20ths of the crime which comes before you can be traced to drunkenness?—I should go even further than that.

272. I take for granted there is a record of every case which comes before you?—Yes.

273. So that it is possible to know whether the cases of drunkenness increased last year or diminished?—You may see the number of cases which came before us on any day, or for the whole year.

274. Have you examined whether the cases of drunkenness are fewer or more numerous than the year before?—One or two months they are more, and then less again; in the result it is about the same.

275. You have no reason to think that the amount of crime has increased which you attribute to drunkenness?—No.

276. If any person has stated that the amount of drunkenness has increased this year in consequence of closing the public-houses at ten o'clock, thereby driving people to illicit shops to drink, you think that is an error?—I think that is an error.

277. You stated that the population had greatly increased at Clerkenwell?—Yes.

278. You would say that the population was greater this year than the year before?—No doubt of it.

279. But you have not observed that crime has increased in proportion?—I cannot say that I have added up the cases to see how the result stands; I should think it is about the same; if anything, there has been a little diminution, and I have attributed it to shutting up the public-houses.

280. So that you believe the Act closing public-houses has an effect upon the amount of liquor which is drunk?—I think so.

281. You do not believe that people will drink notwithstanding any Act which may be passed; but you think that drunkenness is a little increased by the temptation which is offered by public-houses being open?—I feel no doubt it is increased by public-houses being open.

282. And if it be an object to diminish drunkenness, you must continue to restrict the hours at night during which the public-houses are open?—Yes.

283. Do you know at what hour of the evening it is that people usually are intoxicated; is it after 10 o'clock?—I cannot say I have attended much to that; I believe they are generally found by the police late in the night.

284. I presume there are outrages committed in consequence of drunkenness; do they appear to be committed late in the evening?—No; I think they are committed earlier.

285. Do you suppose people are drunk before 10 o'clock?—Yes.

286. Should you say, generally speaking, there is more drunkenness before ten than after ten?—I think that the drunkenness which induces fighting and crimes of violence is earlier in the evening. At a later hour the streets are clear, and they would be very soon put an end to; the police become more equal to the disorderly population, and disorder is soon put down; early in the evening it is impossible to prevent fighting.

287. Perhaps you have not noticed that matter particularly?—No; I am only giving what I suppose to be the result.

288. *Chairman.*] You have stated that you are not aware of drunkenness having been driven into holes and corners from the closing of public-houses at certain hours on Sunday; you say you have heard of drinking going on at certain places, but you are unable to say that it has taken place on account of the closing of public-houses. Supposing that drunkenness can be proved to be driven into holes and corners, places which are out of the cognizance of the police, and not under the care of a licensed victualler, who is obliged to look after the order of his house, would not such a state of things be highly objectionable?—Certainly.

289. Would not it be infinitely better that what drunkenness does take place should

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should take place under surveillance rather than that it should take place where no surveillance of the police, or even of the licensed victualler himself, could be had?—Yes, I think so, certainly; the parties drinking had better resort to houses where they are looked after.

290. If that should be one of the consequences of this Act, therefore you would consider it to be a very bad one?—It would be a question of degree. Supposing you were to shut up public-houses altogether on the Sunday, there would be no getting drink in the public-house, and though there would be some people getting drunk in those bye-places, they might be very few; therefore so far as putting an end to drunkenness goes, if you shut up the public-houses altogether you would probably attain that object; but then you would have other evils.

291. As there is no question but that the contraband trade has increased by that innate love of mischief which is found in all persons, from the schoolboy upwards, is not it probable that the evil you wish to prevent will be augmented by the very difficulty of getting liquor, on the part of those men who are prone to it?—I should find great difficulty in answering that question. In some minds it would produce that effect, in others it would not.

292. Mr. *Villiers.*] If drunkenness be the cause of so much crime, does it very much signify where people get drunk?—The only advantage is, that if you have a place where the police are accustomed to go, they will be more likely to see it, and prevent disturbances.

293. Can a policeman go into a public-house unless he is called in?—He has a right to go in, certainly.

294. Can the policeman prevent people drinking at a public-house?—By the law, a publican is not allowed to permit drunkenness in his house.

295. Can a policeman prevent people drinking at a public-house?—No.

296. Are the houses open enough for people to get as drunk as they please now?—I should think so.

297. Sir *W. Jolliffe.*] If a policeman sees a drunken man in a public-house still being supplied with liquor, he can inform against the publican, and it would be punished as an offence?—Yes, convictions of that kind take place.

298. Lord *H. Vane.*] It would be the duty of the police, would not it, to inform the publican, that if a man was drinking more than he ought to do, he ought not to give him more drink?—They do that.

299. Mr. *Villiers.*] At present, I believe, a publican could not even call in a policeman to clear his house of his customers?—I should think he could do it himself; I think if the persons were making a disturbance he would have the right of requiring them to go, and might call in the aid of the police if any resistance were made.

300. Mr. *Cobbett.*] Supposing he saw that there was danger of a breach of the peace, could not he call upon the police to clear the house?—I have no doubt of it.

301. Mr. *Villiers.*] You are not speaking perhaps from having examined the matter?—I think he could call in any man under such circumstances. The Commissioners of Police give such orders as they think fit; but I think the publican has a right if he sees persons drunk, to send them out, and to apply what force may be necessary in order to turn them out; and so far as the law goes, the policeman would not be doing any wrong in assisting him in turning them out.

302. But he would not be authorised by any law to do so, and might refuse?—I think he would be authorised, but he may have received orders from his superiors not to go into a public-house unless called in. I apprehend the law is, that a publican may turn out persons who are drunk and disorderly, and may use force for the purpose, and whether it be a policeman, or a soldier or a layman, does not affect the question; he may call any one to assist him.

303. Of course if there is a breach of the peace anywhere he can give persons in charge, but can he call in a policeman to clear his house, if he may think there is a tendency to a breach of the peace?—I think he could.

304. Sir *W. Jolliffe.*] In the large division of Clerkenwell, which is under your jurisdiction, is there any considerable suburban district?—Yes.

305. Are there any places within that suburban district which are of public resort on Sunday for excursionists?—There is the well known Highbury Barn, and there is the Eagle Tavern, in the City Road, which is celebrated in song.

306. Are

306. Are those places kept closed within the prohibited hours against excursionists, or, taking your definition of who is a traveller, are all excursionists supplied within those hours with liquor or whatever refreshments they may require?—I am not aware, but as a matter of fact, I think there are very few excursionists coming to London; I should think those houses are closed. Excursionists rather go from London; on their return in the evening, no doubt the same question may arise.

307. Do you apprehend that those persons are supplied as travellers within those hours, or do the police oblige the houses to be then closed?—The police have no power to shut up a house; all they can do is to watch, and if they consider the law has been infringed, they may lay an information against the publican.

308. If a person had come from another part of the town, you would hold that a publican had committed no wrong in supplying him with refreshments?—I should consider him justified in so doing.

309. Mr. *Brand.*] Would not the tendency of your liberal interpretation of the Act be likely to draw towards Highbury Barn, and such places as that, parties who live in other districts, where the interpretation of the Act was more stringent?—If it should turn out that my interpretation is a more liberal one; but I am not aware that it is so. Mr. Hall has spoken of Bow-street; no persons are likely to go there; they will rather resort to the outskirts of town.

310. Can you state what interpretation is given to the word "traveller" by the police magistrates in the adjoining districts to your own?—I think I have heard that in the Thames district some persons were convicted who were resorting to the house of Mr. Lovegrove, who is well known there.

311. The effect of the difference of the decisions would be to draw persons from the Thames district to your own district?—The superior attractions of white-bait, I suppose, would overcome that.

312. Sir *W. Jolliffe.*] Your interpretation of the law, on the other hand, would be an inducement to them to resort to your district?—Yes, it might.

313. Mr. Hall has stated that he was not hostile to the relaxation of the law for the purpose of giving accommodation and comfort to the public; do you consider this law may be in any degree relaxed for the comfort and accommodation of the public?—In the way I look at it, I think no relaxation is necessary.

314. In fact, it all rests upon the interpretation of the word "traveller"?—Yes.

315. What benefit do you think the public morality has received from the closing of public-houses at certain hours; do you think that decided advantage has resulted from the closing the houses at 10 o'clock on Sunday evening?—I think that as you diminish the opportunity of getting drunk by closing the houses to that extent you diminish crime.

316. Do you think the public have benefited more by the closing at 10 at night than between the hours of five and six in the afternoon?—If I were to choose between the two, I should rather shut them at 10, and open them in the earlier part of the afternoon. I think more inconvenience is caused by the shutting up in the middle of the day.

317. You think their being opened an additional hour at night would cause greater drunkenness than an hour in the afternoon?—Yes.

318. You think, perhaps, that the law might be relaxed with respect to the hour of closing in the afternoon; would any evil arise from their being closed for instance only from three to five?—It would be an increased accommodation to the public.

319. Is five o'clock an hour at which it is very common for the lower orders to take refreshments?—Yes.

320. You think the great benefit arises from the houses being closed to the full extent they are now?—Yes.

321. You think every excursionist should be deemed a traveller?—I think he is a traveller.

322. And that equally applies to persons going from one end of the metropolis to the other?—Yes.

323. Mr. *Scholefield.*] Have you considered the case of a person who resides in London, and has nothing but his one room to live in; is it no inconvenience to him to be prevented from dining between half-past two and six o'clock on Sunday afternoon?—I think it is an inconvenience. The more you diminish

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the hours that public-houses are open, the greater chance there is of diminishing drunkenness; but in all those cases I think I would let a man go and have his dinner at any of the public-houses, if he did not go there to sot, at any hour he likes.

324. In speaking of an appeal, did you mean an appeal to the Judges?—Yes.

325. Mr. *Villiers.*] You have not considered what the nature of the charges is on Monday, whether they proceed from drinking at a late hour on Sunday or at an early hour?—No, not as to the time the people have got drunk; it may have been going on all day.

326. The whole of Monday is generally occupied, is not it, in disposing of the drunken cases at the police courts?—A good deal of it.

327. You have not lately inquired into the question whether they are caused by drinking late at night or earlier in the day?—No.

328. Mr. *Ker Seymer.*] How do you deal with those cases; is there any thing special, with respect to drunkenness, in the Metropolitan Police Act, or do you deal with such cases under the general law of the land?—If the persons are simply drunk we are under the general law of the land.

329. You must fine the person 5 *s.*, must not you?—The practice of the magistrates is to discharge every merely drunken person; I consider the time of the magistrate is wasted, the time of the police is wasted, and the time of the clerk; we are occupied for a considerable time every morning in simply saying "Discharged," "Discharged."

330. Is that in consequence of the state of the law?—Yes.

331. Are you satisfied with that state of the law?—I think it is a mistake in the administration of the law; I think the police are not justified in bringing those cases before us; I think a policeman should not bring a drunken person two or three miles before me, because he has picked him up as drunk and incapable, perhaps on Saturday night; he has not committed any offence which would justify the policeman in making the prisoner walk through the streets when sober. The policeman is liable to an action on each case, and there are about 30,000 cases a year.

332. Is not drunkenness an offence at law?—He ought not to bring him before me, I think, for it.

333. Do not you think if you had the power of imposing a larger or a smaller fine, according to the circumstances of the case, and had the power of enforcing the fine, you might actually punish drunkenness in a satisfactory manner?—I think that would be an improvement; we may inflict a fine, and the person has a time allowed him to pay it; it amounts to nothing.

334. You have no power of distress?—No, the man goes away; you can only enforce it after a week.

335. Mr. *Massey.*] Do you think, practically, that a man being locked up all night is a sufficient punishment for being drunk?—Yes; he is brought before us for being drunk; I may say, "You are fined 5 *s.*," but I cannot enforce it; he has a week to pay it in.

336. Mr. *Cobbett.*] Are those people who are brought before you kept in the lock-up house during the night?—Some for two nights.

337. Mr. *Villiers.*] Having been incapable of taking care of themselves?—Yes.

338. Did I rightly understand you to say that the police were not justified in bringing those cases before you?—I do not think they are justified in bringing a man through the streets on Monday morning who was merely drunk and incapable on Saturday.

339. Sir *W. Jolliffe.*] Is not much mischief prevented by the police taking charge of those persons?—Yes, I think they ought to be locked up, and kept till they are sober, and then that they should be let go.

*Thomas James Arnold*, Esq., called in; and Examined.

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340. *Chairman.*] WILL you have the kindness to tell the Committee what police court you preside over?—The Westminster Police Court.

341. How long have you been a magistrate?—I have been a magistrate for eight years, altogether; about two or three at the Westminster Police Court. I was before that at Worship-street.

342. You

342. You were a practising barrister before that, were not you?—I was.

343. Have you turned your attention to the Sunday Beer Act?—Practically I have had no experience in it. I have had no case brought before me under the New Act; I have only had my attention drawn to it from thinking cases might arise before me, and seeing it was a matter of public interest.

344. Will you have the kindness to throw some light upon the meaning of those very disputed words, "*bonâ fide* travellers"?—As a case has never arisen before me, that would be giving a speculative answer upon a point of law, which persons in a judicial situation are generally disinclined to do.

345. What do you consider to constitute a *bonâ fide* traveller?—I do not think it possible to lay down a general rule. As the Legislature has not been kind enough to give us an interpretation, I should feel very great difficulty in taying what was a *bonâ fide* traveller. I see other magistrates have decided hat a pers o n must be travelling upon a matter of obligation or duty; I confess hat would not be my idea of a traveller. If a gentleman travels on the Coninent for his pleasure, he certainly is a traveller. If I went out of town to dine at Richmond or Greenwich, I should not think, as a lawyer, that I was a traveller.

346. You would draw a distinction between a traveller and a pleasure seeker?—No; if I went on the Continent, or round the kingdom, for the purpose of seeking pleasure, I think I should be still travelling; but if I went out a short distance merely to obtain recreation and refreshment, with the view of returning immediately, or on the same day, I think I should not consider myself a traveller.

347. How many miles would you fix as the distance that a man might go?—I should not attempt to fix any distance.

348. Would you consider a person going by excursion train a traveller?—That might depend upon how far he goes.

349. Suppose he goes to Acton or Ealing?—I should have very considerable doubt if he was a traveller.

350. To Brighton?—I think I should not consider a person who left home for the purpose of going down to Brighton and returning the same day to be a traveller.

351. You think a publican would be subject to an information and a penalty for taking in such a person during the unauthorised hours?—As the law stands at present, I am afraid so.

352. Do not you conceive that that is very vexatious to a vast number of Her Majesty's subjects?—I conceive it must be exceedingly so, and very unjust to a great number of them.

353. Do you conceive that the working classes, who have only Sunday, and very few Sundays, in the year which they can use for the purpose of going in excursion trains, ought not to be afforded facilities for having food and drink to a reasonable extent on those occasions?—I think, in every point of view, both social and moral, they ought to be allowed every possible facility in that respect. I think it is a case of the greatest importance, and one which deserves the most serious attention of the Legislature.

354. Have you had an opportunity of knowing whether drunkenness has increased or not on Sundays since the passing of the late Act?—As far as I can judge, without having any actual returns before me, I should say that it has not in my Court made the slightest difference.

355. Generally speaking, have the cases of drunkenness increased or diminished within the last twelvemonth?—I do not think there has been any difference at all. I find at some periods of the year drunkenness is more prevalent than at others. I believe generally, in the winter months we have more drunkenness than in the summer months.

356. The generality of the returns show the difference to be the opposite way?—I am wrong then; I spoke only from impression. I know there is a difference in one season over the other.

357. Should you think the increased price of provisions, and the diminution of wages, and the state of things produced by the war, would have an effect in decreasing drunkenness?—I should fear not. I think, when a person once acquires the habit of drunkenness, nothing of that kind operates upon him at all. I see so much mischief produced by drunkenness among the poorer classes, principally, I am sorry to say, among women, that I am satisfied that when

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once the habit has been acquired, they stop short at nothing in order to indulge the propensity,

358. Do you think a drunkard, if he or she be barred out from a public-house at a certain time, would be very likely to seek his or her drink elsewhere?—Yes, if they can get it elsewhere.

359. Do you know the fact, and if not, do you think there is a probability that, from the shutting up of houses at certain hours on Sunday, illicit drinking takes place at coffee-shops and other such places?—I believe it is so to a very great extent; I have no official knowledge of it; I do not think since I have been at Westminster I have had any case of that kind brought before me; but I understand my colleague, Mr. Broderip, has. I am told the cases have been less frequent of late, owing to the fact that the Police Commissioners have given instructions to the police not to be on duty in plain clothes; the consequence is, that offences of that kind, which are always committed secretly, are less liable to detection. From what I hear, I believe clandestine drinking is carried on to a great extent; of course, where that is done, it is open to a much more serious objection than drinking in public-houses, because public-houses are under the surveillance of the magistrates and the police, which those houses are not, and a policeman may enter a public-house at all times, but he cannot enter a private house.

360. Is there any regulation of Sir Richard Mayne's against a policeman entering a public-house?—Not that I am aware of.

361. Do you consider that this sort of hole-and-corner drunkenness has sprung up in consequence of the closing of the public-houses at certain hours on Sundays?—I think it may have arisen partly from that.

362. Is it a likely consequence?—I think it is a very likely consequence; it is very likely to be increased by shutting up the public-houses; whether it has arisen from that originally I cannot undertake to say.

363. Have you had information that women of the town take their victims now to places where those liquors are sold?—No, none whatever.

364. Do you consider that it is possible under the law as it at present stands to do anything like justice to the community under the present Act?—That is a very large question. If I am asked whether I think the present law is an equitable one, I think it is not so; I think it a very objectionable one.

365. Do you consider, from the power and opportunity it gives to the magistrates, each one to assert his own particular opinion, it is most objectionable to the community?—That is the case, more or less, with every law where the Legislature has not given a definition.

366. Is not it the case much more with this law than with any other law you know?—In every case where there is a sufficient penalty imposed, the party may appeal, so that something like a uniformity of decision may possibly be arrived at ultimately.

367. Do you think drunkenness would be very much increased if some few hours were added to those during which houses may be open on Sunday suitable to the convenience of the public?—I am inclined to think, not. But I may observe that I do not know whether any distinction could be drawn between houses which are merely for the sale of intoxicating liquors and those which are for the purpose of giving refreshment generally; for instance, the publicans of London now, though they have all the same licence as an innkeeper has, really sell nothing but gin and beer and intoxicating liquors; whereas to inns and places out of town, people go for the purpose of getting their meals as well as drinking. I do not think that in those places which lie in the suburban districts of London and other large towns drunkenness so often occurs.

368. Are you aware that there are many thousands of persons return to London by excursion trains, and find themselves debarred from obtaining refreshment of any sort after 10 o'clock on Sunday night?—I have heard so. I suppose the fact must be so, because after 10 o'clock, as the public-houses are all shut, people who come up by excursion trains cannot get refreshment, except at their own homes.

369. Are not those persons generally the working classes who, not having the opportunity of having provisions at home, are compelled to go to public places, or have no provisions at all?—I believe it is so, and I should think the law must bear very hardly upon them.

370. Are not the licensed victuallers compelled to supply food if required?—I believe

I believe they are; a licensed victualler holds his licence exactly on the same footing as an innkeeper, and he is bound to furnish refreshment.

371. You think it is a great hardship to the population of London to be shut out at that hour from such places of refreshment?—Yes; and I think also it is a hardship to be shut out from places where they can get liquor; the poorer classes have no means of keeping large stores in their own houses.

372. Do not you think the unpleasant feeling which arises from those circumstances must be greatly enhanced by the knowledge that the upper classes can obtain refreshments readily?—No doubt of it.

373. Mr. *Villiers.*] I think you stated that you have not latterly observed any difference in the amount of drunkenness in consequence of the late Act?—None whatever.

374. And no evidence has come under your notice that people are either less drunken, or more inconvenienced than they were before?—None whatever.

375. You have no reason, therefore, for supposing that people resort more to those unlicensed places for drinking, than they did before?—My only reason is from what I have heard from persons connected with my police court; I have had a conversation with my chief clerk, who tells me he understands this sort of thing is going on; officially and practically, I know nothing upon the point.

376. When you say there has been no difference during the last year in the amount of crime which has come before you, do you refer only to cases of drunkenness but to cases of outrage, and similar cases over which you have jurisdiction?—I am not aware that there has been any difference; unless I had the returns before me, I could not attempt to answer the question with anything like certainty.

377. You are not prepared to say that there has been an increase?—I am not; I am inclined to think there has not been.

378. You stated that your chief clerk has informed you, that those things are done, that is to say, spirits are sold in places not licensed for the purpose; has he told you that that has occurred within this last year, or does he connect it with the operation of the recent Act?—He does not connect it with the recent Act, that I am aware of.

379. But he has stated that fact to you with reference to those people violating the law generally, rather than as an objection to this Bill?—Yes; not as an objection to this particular Bill.

380. Are such cases likely to come before you; if a policeman discovers that at coffee shops they sell spirits, would he bring the person who did so before you, or would he be subject to the Excise laws?—He would be subject to the Excise laws; and, I think, there is also some regulation in the Police Act applying to such cases. I know there is a regulation in the Police Act that persons who keep coffee-houses must not have an internal communication with a licensed house, and I rather think there is one against their selling spirituous liquors.

381. But cases of that kind have not come under your cognizance during the last year?—No; I doubt if I have had four cases altogether since I have been at Westminster; I have heard that there have been fewer cases brought before the Westminster Police Court lately, and the cause assigned is, that the police are not now allowed to be in plain clothes.

382. Formerly there were more cases which came before you than there have been lately?—Not before me personally; before the Court.

383. You do not know that that has been the cause of the diminution, but you think the cause may be that there has been a recent order to policemen not to appear in plain clothes?—Yes.

384. Perhaps you have not heard whether the Excise have taken more notice lately of those coffee shops, and other places selling spirituous liquors, in consequence of what was disclosed to the Committee last year of its having been for some years past the practice?—That has not come under my notice.

385. You have expressed rather an important opinion, which is, that this is a law which you consider to be very objectionable. The law the Committee are inquiring into, is the recent Act for regulating the sale of beer?—I rather understood the Chairman's question to be a general one, whether a law which

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prevented the poorer classes from obtaining refreshments at stated hours, was not an objectionable one. So far as that is the effect I think it objectionable.

386. You were not speaking specifically of the present Act when you said it was very objectionable?—Only so far as it has that effect.

387. In what respect do you consider that this law does restrict the lower classes from obtaining refreshments?—It shuts up the only places where they are likely to get them during the only hours when they are likely to seek recreation.

388. Those are the hours between five and six in the afternoon, and after ten for the rest of the night?—Also between one and half-past two.

389. That is no new regulation; it was stated in evidence to be universally the case, that the houses were closed till one o'clock, and then they were closed again from three to five?—Speaking of the cases which have come before me, I do not think I have had any case of an information laid for opening a house between three and five, but I have had a great many before me for opening before one o'clock.

390. Would you say it was objectionable that public houses should be closed from three to five o'clock?—I do not know that I should with respect to a public house in the metropolis. I think if the law debars people from getting refreshment out of town, it is objectionable.

391. Your opinion is, that as far as public houses are required to be closed out of London in the afternoon, it is objectionable?—I think so.

392. Do you extend your opinion to their being closed on Sunday night, instead of being left open the whole of Sunday night, as the law stood before the Act of 1854?—I think 10 o'clock on Sunday night is too early an hour for closing them, but I say so only from what I have heard.

393. Will you state what inconveniences you have heard arises from their being closed at 10, and what hour you think the restriction might be removed to?—From what I have read in the newspapers, it appears that there are a number of persons coming home from excursions who are not able to get refreshments, in consequence of the public-houses being closed at 10.

394. You have not known the least disturbance to arise in consequence of the public-houses being closed at 10?—No.

395. You have no official knowledge, it would appear, about the operation of this Act?—Not the slightest.

396. Very few cases have arisen before you since it has been in operation?—Not one, I think, bearing immediately upon the Act.

397. The opinion which you express upon it is like that of any other individual given upon hearsay evidence?—Entirely so.

398. Mr. *K. Seymer.*] Have you reason to believe that the law is strictly carried out in your district?—I have no doubt it is.

399. But you have had no case brought before you?—No; in my district I have none of those out-lying places in which the question as to who is a *bonâ fide* traveller has arisen. I have no railway terminus either in my district.

400. Mr. *Massey.*] Did you gather from your conversation with your chief clerk, that if a man is excluded from a public-house by the operation of this Act, he can find access to some unlicensed place for his accommodation?—I do not think that would be so. I suspect the places I have heard of are open only for the very lowest and worst characters.

401. Mr. *Scholefield.*] In point of fact, drunken characters, at the present moment, can get supplied with spirits and strong liquors at those unlicensed places?—From what I have heard, I believe they can.

402. And the only persons, therefore, who are likely to be debarred from obtaining refreshments are the more sober part of the community, who are shut out of public-houses entirely?—That is my impression.

403. Mr. *Villiers.*] You stated rather generally that you understood that all places of refreshment were closed during the specified hours; you did not comprehend in your answer, did you, the houses which are called eating-houses, shell-fish shops, coffee-shops, and other places where refreshment is given, but not spirituous liquors?—Those places are not affected by the Act.

404. Therefore it is only intoxicating drinks which people are not able to get after 10 o'clock?—Only intoxicating drinks; that is to say, exciseable liquors.

405. But

405. But every eating-house and place where other refreshments are sold is allowed to be open as usual?—Yes.

406. Mr. *Cobbett.*] Did you hear the evidence of Mr. Hall?—No, I was not present.

407. You heard the evidence of Mr. Corrie, did you not?—I did, a part of it.

408. Did you hear his opinion with respect to what he considered to be the meaning of the term "traveller"?—No; I think I heard him say he thought a person going from one end of the metropolis to another was a traveller.

409. You disagree with him, do not you?—Of course I feel a reluctance to give an opinion upon a case which might come before me judicially one day or other; I might hear the case argued, and might alter my opinion; but my present impression is, that such a person is not a traveller.

410. Supposing a mother and father, with a godfather and godmother, were to come a distance of six or eight miles to a church, to christen a child, should you think they were *bonâ fide* travellers under the Act?—I do not know whether going to church is to be considered travelling; I cannot think it is.

411. You have read this Act attentively, of course, as a magistrate, imagining you might possibly have to put it in force?—I have read it.

412. You have formed an opinion, I presume, as to what a *bonâ fide* traveller means?—I do not think a *bonâ fide* traveller means more than a traveller, and a traveller was the exception under the old state of the law.

413. You do not think a *bonâ fide* traveller means more than a traveller?—No; I do not know what a *malâ fide* traveller could mean.

414. Take the case of people coming in a country district, three or four miles to church, to a christening, on a wet day, and being unable to obtain sufficient accommodation in the church, do you suppose those persons would be *bonâ fide* travellers under the Act?—I should be very much inclined to think they were not.

415. Mr. Hall thinks they would be travellers, and that they are persons in favour of whom an exception ought to be made?—I should be very happy to bow with deference to Mr. Hall's opinion on any point.

416. Take the case of people coming three or four miles on a wet day, to attend a funeral, and standing about in the churchyard, should you think those were persons who ought to be considered *bonâ fide* travellers; suppose the distance they came were three miles?—I do not think the state of the weather could affect the question whether they were travellers or not.

417. I desire to put the question to you, as strongly as I can, in order to get from you an opinion whether they are travellers or not?—I think the inconvenience would be excessive, but I do not think they would be travellers.

418. Notwithstanding the inconvenience, you would not make an exception in favour of those persons under this statute?—I should be very much disposed to do so, but as a point of law I do not think I could.

419. You said you did not think a person going ten miles was a traveller, supposing he went for pleasure and meant to return the same day?—It is a very puzzling question, as something may depend upon the facilities a person has for going backwards and forwards. I think if a man walks ten miles, he may *primâ facie* be considered a traveller.

420. Supposing I go ten miles in my carriage, and mean to return, and do return, am I a traveller?—I should think not.

421. Supposing a journeyman tailor or shoemaker with his family, who lives in the neighbourhood of Drury Lane, seeking fresh air, goes with his wife and children on a hot summer's day six miles into the country, would you say those persons were travellers, or not?—If they go there merely for the purpose of seeking recreation and fresh air, intending to return again, I cannot think they would be any more travellers on that occasion than if they walked into Hyde Park. I conceive there must be some permanent absence from home to constitute travelling.

422. Still you would think it probably a very hard thing that such persons, under such circumstances, should not have the means of getting refreshment?—I have the very strongest opinion upon the point; I think it a very hard thing; but that is only an opinion as to the policy of the law.

423. Socially speaking, you would consider them travellers, going and coming?—In both a social and moral point of view, I think the precluding the people

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from getting recreation and refreshment has a tendency to drive them more into public-houses, when they can get there, for the purposes of drink.

424. Mr. *Villiers.*] Your opinion, I take for granted, would apply to any part of Sunday; it does not confine itself more to the afternoon than to the morning?—I do not think the people of England are naturally irreligious; I think a great number of them are very much disposed to attend to their religious duties in the morning, and take their amusement in the afternoon; and I think that anything which has a tendency to debar them from that privilege is socially mischievous.

425. Would it debar them from attending to their religious duties if the public-house were open on the Sunday morning?—I think it might have that effect; it possibly might, but I do not know that it would; I think where persons are really religiously inclined, they would not be any more disposed to go into a public-house in the morning in consequence of its being open.

426. It might be a convenience to them to go in the afternoon to church, and to travel about in the morning?—It might be.

427. *Chairman.*] You appear to have the strongest possible objection to any Act of Parliament which draws a distinction between the wealthy and the working classes?—I have a very strong objection to it indeed. With reference to my previous answer, I think there is a considerable distinction to be drawn between altering the law and leaving it as it previously existed. The people of this country, in London at all events, have become accustomed to have the public-houses shut during the early part of the day, but we have been introducing a change by which they are to be closed during certain other hours; I do not think it follows that by advocating the alteration of the law to the extent of opening them in the afternoon, I should be supposed to advocate the entire abolition of the restriction.

428. Mr. *Villiers.*] Before eleven o'clock would you desire them to be open?—I think there is good reason why that restriction should be continued. A great part of the drunkenness I have been cognisant of occurs on Saturday night, including what, in law, is Sunday morning; the working classes get their money usually paid to them late on Saturday night, and are very much in the habit of going to the public-house to spend a portion of it, if they are not prevented. When people get a little liquor in their heads, they are inclined to take a little more, and if the houses are not closed by 12 o'clock on Saturday night, there is a tendency to produce drunkenness; they have an idle day before them the next day; they have received some money; they go to the public-house to get liquor, and unless the houses are closed at a certain hour, there is a strong tendency to remain drinking to a late hour on Sunday morning; I think that is, therefore, a prudent law.

429. They do not go to places where they sell spirits, which are unlicensed, during that time, do they?—I do not know.

430. You are of opinion that the legislation, to that extent, has been very beneficial?—I think so.

431. It has prevented drunkenness, by withholding the temptation of the open public-house?—I think it has, during those particular hours. Whether it is advisable to shut up the houses till 11 o'clock I do not know. I should think it is.

432. To a certain extent, you are for legislation of this kind; that is to say, you are for restricting the hours when public-houses shall be open, because you think it has an influence upon the habits of the people?—I am not sure about that, unless the legislation does something else besides; unless it does something to encourage rational amusements for the people. That, however, opens a very large question; I am for having as few restrictions as possible upon all classes of the people, provided the safety of the community is properly consulted.

433. You are of opinion that if there were other attractions in the way of rational recreation, there would be no harm in allowing the public-houses to be open?—As a social question, I think not.

434. You think people are driven there very much from not having any other place to resort to on the day of rest?—Yes, on their idle day.

*Martis*, 10° *die Julii*, 1855.

MEMBERS PRESENT.

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|---|---|
| Mr. Henry Berkeley. | Mr. Gregson. |
| Mr. Cobbett. | Major Baring. |
| Mr. Villiers. | Sir William Jolliffe. |
| Mr. Massey. | Mr. Ker Seymer. |
| Lord Harry Vane. | Sir John Pakington. |
| Mr. Patrick O'Brien. | Mr. Scholefield. |
| Sir William Clay. | Mr. Cheetham. |
| Mr. Brand. | |

THE HON. F. HENRY F. BERKELEY, IN THE CHAIR.

The Honourable *George Chapple Norton*, called in; and Examined.

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435. *Chairman.*] WILL you have the goodness to state of what police court you are magistrate?—The Lambeth Police Court.

436. How long have you been a magistrate?—I have been a magistrate nearly 25 years; one half of that time connected with the eastern part of London, Whitechapel, and the other half connected with the southern part, so that I may say that I have had some experience of the lower orders, more or less educated.

437. You are a barrister?—I am.

438. Have you considered the Act of last Session for the better regulation of the sale of liquors on Sunday?—I have, more or less, from the time it was passed. I happened to be sitting every day at that time, and I have seen its working from the commencement.

439. Have you had any cases brought before you under that Act?—I have had three cases, I think, which have called in question the legal meaning of the word "traveller." Two of those were cases where persons arrived at Sydenham by railway. The question was brought before me as to whether they were to be considered travellers or not.

440. By information?—By summons. The evidence went to show that they really were *bonâ fide* travellers by a train from London. Some of them showed their tickets, and none of them were known in the neighbourhood, and I held they were *bonâ fide* travellers, and I discharged the summons. In one of those cases it was proved that one of the individuals who was found drinking in the house was a person of the name of Daws, and he acknowledged that he had walked to London and had walked back again as far as this place, near Sydenham, and he had got within a mile of his own house, but he was so exceedingly wearied that he had gone into this house for refreshment, and I held that he was also a traveller. I have never had much difficulty myself in deciding upon the meaning of the word traveller. When I first had to administer the Act of Parliament, I considered very much what the meaning of the word was legally, and also I looked into Johnson's Dictionary. I found in Johnson's Dictionary it was held by him to be synonymous with a wayfarer. I considered that the proper definition of a wayfarer was a man who had travelled sufficiently far from his own house not to make it convenient, or even possible for him to refresh himself at his own house; and I therefore held that every man who travelled so far as to require refreshment was to be considered a *bonâ fide* traveller; and I held that whether a man came from the east end of London to the west, or whether he went from London to Hampstead, or any country place, he was equally within the meaning of the term.

441. Mr. *Gregson.*] You are well aware that the words "*bonâ fide*" have not been used in previous Acts?—The word "traveller" was used, but not the words "*bonâ fide.*" When the words "*bonâ fide*" were put into the Act, the magistrates considered whether they had not to put a different construction upon the words. At this moment there are four Acts of Parliament regulating the trade

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in beer and spirits on Sunday within the metropolitan district; and it might have so happened, if that question had been taken up, that the public might have been still further excluded from public-houses than they are, because the Act is still in force which requires them to be closed during the usual hours of Divine service in the parish church, or, where there is no parish church, the church of the place.

442. Should you conceive that one of the working classes, or anybody else, returning to London by train on Sunday, and demanding refreshment at a public-house, would come within the meaning of the words "*bonâ fide* traveller"?—I should think so, certainly, according to my definition.

443. Do you not conceive that the discrepancy in the decisions of the magistrates as to the meaning of the term "*bonâ fide* traveller," and as to the propriety of a person going by rail or otherwise being refreshed at a public-house, is a great grievance upon the public?—A very great grievance indeed. I very much doubt whether we should have had any of these outrages in Hyde Park if it had not been for the Sunday Beer Bill. The Beer Bill came so suddenly upon the people, that they actually were not aware of its being passed; the first intimation that many a working man had was when he tapped at the door of a public-house at 11 o'clock on Sunday night, and found the Bill had passed to prevent his admission. As I have considered the matter a great deal, and have had, perhaps, as much means of being acquainted with the feeling of the people as other persons, I may be allowed, perhaps, to say that my opinion is, that the old law of shutting up the houses to the hour of one o'clock is invaluable; nothing should interfere with it; but I think, afterwards, the true principle of keeping the Sabbath as it ought to be kept, in the most proper and sacred manner, would be fully answered by making a fixed law that the houses should be open at one o'clock, and should again shut up at three, and should open again at five, without any further restriction.

444. Mr. *Villiers.*] That is, you would have them open the whole of Sunday night?—After five o'clock; my reason for that is this, that I think it is very wrong to confound the drunkard with the sober, decent man, who goes out to recreate himself in the country, or anywhere else, with his wife and family, as such men generally do on Sunday. It is their only day for doing so; it is the only day they can spend in the open air with their wives and children; and I think it is very wrong to restrict those men in any way after the usual and the old hour of Divine service.

445. The old rule was that public-houses were open the whole of Sunday night?—From five o'clock.

446. You would not limit that in any way?—No, I would not limit it in any way.

447. Mr. *O'Brien.*] Perhaps you think very few people would use the public-house at a late hour on Sunday night?—I think not. For years past our observance of the Sunday has been improving; and if that moral feeling were only allowed to work, without the interference of, I must say, an unnecessarily restrictive Act of Parliament, I believe we should find that in a few years we should have a very improved observance of the Sabbath day. With regard to the Sunday evening being entirely unrestricted, I think we are confounding this matter with drunkenness. Drunkenness, of course, is a great evil; it is the master cause of crime; there is nothing I would not do to diminish drunkenness as far as it is possible. But why do not we make a direct law to punish drunkenness? why have we a law which is practically useless? Surely if a man divests himself of the best gift that God has given him, his reason, and makes himself dangerous to himself and others, he ought not only to be restrained at the time, but to be punished. We have at present a useless law, which enables us to fine a man 5*s.*; if he cannot pay the money, we may levy a distress upon his goods at the end of a week; if we cannot recover it, then we might have him put into the stocks, as in James the First's time, for six hours; but that would hardly do now; also, that Act gives the power to hold an habitual drunkard to bail. I say, why not make a law which will enable us to impose a penalty of from 40*s.* downwards, with power, on default, of imprisonment not exceeding seven or 14 days, as the Legislature may think best; so that we might apportion, in some degree, the punishment to the poor man and to the rich man.

448. *Chairman.*] From your observation of the working classes, do you suppose that those men who take their wives and children forth on the Sabbath, when

when they can afford such an excursion, are the worst part of the community?—The very best; and I hold that their so going forth is the best means of making them so. I am one of those who promoted the establishment of Victoria Park, and I marked the improvement which was made in the population of Spitalfields from the moment Victoria Park was opened, when the weaver who used to have his own clothes and his children's clothes in pawn, would get them out on Saturday night, and put them on his children and himself, and go forth into Victoria Park. Nothing has made such an improvement at that end of London as the opening of that park and the streets there.

449. You view the facilities of locomotion which have been given to the people in a very favourable point of view?—I do; and I think we ought to make every use of them we can.

450. Since the operation of this Act, are you aware from your own knowledge, or have you had any information to that effect, that hole-and-corner drunkenness, if I may use the term, has gone on in places not licensed?—We have had one or two such cases. They are very difficult to discover; but I think we may well believe that they exist.

451. You have heard of such cases in your district?—We have had one or two cases.

452. Mr. *Cobbett.*] What has been the nature of those cases?—Selling spirits in coffee-shops.

453. In unlicensed places?—Yes.

454. *Chairman.*] Do not you consider that if under the operation of this Act it can be proved that drinking takes place in such places as low coffee-houses, and houses which are the property of individuals, without a licence, to which liquors are surreptitiously conveyed, that is infinitely more detrimental to the morals of the people than drinking where they are under the surveillance of the police, and under the control of a licensed victualler, who may lose his licence if improprieties take place in his house?—I think it is that alone which justifies the monopoly of the licensed victualler.

455. Mr. *Cobbett.*] What are the inconveniences which you have observed to result from the present law?—I believe the publicans as a body would much rather have their public-houses shut up entirely on the Sunday than continue under the present law; but we can easily believe that in a house where there is a great deal of traffic, giving them only an hour and a half, from one to half-past two, it must hurry the man in his business in a way which is fearful.

456. What is the inconvenience to the public which you have observed; take the restriction which requires the closing of a public-house from half-past two to six, how does that inconvenience the public, according to your observation?—I think people dine either before that hour or afterwards; poor people generally before; but a great many of the middle classes dine afterwards; they dine after they come out of the afternoon church, a little before five o'clock, and then I think they should have their beer.

457. What is the inconvenience which arises from shutting the houses so soon as 10 o'clock at night?—Because I think a vast number of people walk into the country, and a great many go and return by railway, and just at the time when they are returning and require refreshment, they are prevented from having it; and I say, if this old Act of Parliament were put in force, which it might be, you would actually compel publicans, by the law of last year, to keep their public-houses closed at the time when Divine service might be going on at seven o'clock, as it generally is in London, in the evening. Divine service is generally going on in London at seven o'clock, and persons would then have only two hours after six to refresh themselves, from six o'clock to seven, and from nine to ten o'clock.

458. The inconvenience arising from the shutting the houses so early as 10, you think, is very great to a large part of the working classes who desire to have recreation on Sundays, and to whom recreation is essential?—Yes, and who deserve recreation.

459. It would not be an inconvenience, would it, to a person who stayed at home entirely; take for instance a journeyman tailor; suppose he stayed at home all day on Sunday with his family, he would not be inconvenienced by the public-house being shut so early as 10?—Not generally; but I think many even of them would; a man does not go to bed perhaps till 10 or 11, and he likes to have beer with his supper before he goes. In short, I think you could

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preserve the sacredness of the Sabbath by refusing to let such houses be opened till one o'clock, closing them again from three to five, and leaving all the other hours unrestricted.

460. It is to those who go out into the country for fresh air you think the early closing so very inconvenient?—I think the publicans would tell you that the general time of people getting their beer for their supper is rather after 10 than before it, and I do not see why they do not require their strengthening beer on Sunday night as well as on other nights.

461. Are there a great many working men who go out into the country in the way you have described?—I happen to know that a great many persons come up from Brighton with a view to seeing the Crystal Palace on Sunday, and being disappointed they wander about the country. I am one of those who hope that the day will come when all fees will be withdrawn, and when the grounds, not the palace itself, but the grounds, will be freely open to the poor people.

462. Mr. *Villiers.*] Not the palace, you say?—No; that would occupy a great many other people. I would have that closed, but I would leave the park and the grounds open, like any other park.

463. Major *Baring.*] The objection that there must be persons in charge of the palace would equally apply to the grounds, would not it?—Not more than it applies to Hyde Park now, I think.

464. Mr. *Villiers.*] I presume you had some experience of the law, since you have been appointed a magistrate, before the public-houses were closed from Saturday night till one o'clock on Sunday; did you discover any inconvenience to arise from the houses being closed at 12 o'clock when the Act first came into operation?—I think a little inconvenience was felt at first, but now it is quite acquiesced in by the public, and ought on no account to be disturbed.

465. Will you have the goodness to compare the state of things which existed when the houses were open the whole of Saturday night and Sunday morning with the state of things after the law passed which closed them on Saturday night and Sunday morning; and tell us which you thought the best?—I think there can be no comparison. The law closing them up to one o'clock on Sunday is most invaluable, in my opinion.

466. Why?—Because I think it gives to Sunday morning its proper character, and people are more induced to spend it as they ought to do.

467. Will you be good enough to be a little more specific. What happened before that law passed, which makes you think the change invaluable?—I have observed for years that the observance of Sunday has been improving. I cannot give you a date for it, but that has been the result of my observation. I should say it has gradually gone on improving. But from the moment this last Act of Parliament passed, I believe it was the general impression of everybody that it must be relaxed.

468. Had the legislation which took place in 1848 any influence upon the habits of the people; by the closing of public-houses on Saturday night, were people less inclined to get drunk, or were there fewer drunkards on Sunday morning in consequence of the new law which closed the houses up to one o'clock on Sunday?—I have no doubt of it.

469. May the Committee collect it to be your opinion that drunkenness, which you think to be the master-evil of the day, was diminished in your district by the passing of the law which closed the houses on Sunday morning?—On Sunday morning, undoubtedly.

470. You are decidedly of that opinion?—Yes; it diminished drunkenness on Sunday; whether it has been increased on other days of the week is a question. Two years ago, when employment was ample, provisions cheap, and wages very high, I observed that particularly Irish labourers used to make enough in four days of the week to keep them drunk the other three, and that was invariably what they did so long as employment continued ample and wages high. I have observed latterly that drunkenness among women has increased; so much so, that I have endeavoured to trace the cause of it, and I have almost invariably found that the first beginning of the drunkenness of a woman has been caused by some misfortune, so that I have taken almost a different view of drunkenness, in the case of females, to that which I used to do.

471. The Committee are trying to collect the views which you entertain in reference to the laws which have been passed for the regulation of public-houses on Sunday; are they to understand that it is clearly within your experience that the

the law which was passed before the last had an effect in diminishing drunkenness?—Yes, on Sunday.

472. Do you attach any importance to the closing of public-houses at 12 o'clock on Saturday night?—I do.

473. Do you attach that importance to it because people were apt to get drunk in consequence of their being open?—They were; their wages being then just paid, being tired, and in their working dresses, they were peculiarly exposed to temptations to drink.

474. You think the closing of the houses at 12 o'clock at night withheld from them a temptation which they could not resist?—I think so.

475. You are disposed, you say, to close the houses from three to five o'clock on Sunday afternoon?—Yes.

476. Will you state distinctly for what purpose you would do so?—Because it is the time of the afternoon service; I think we should enable every publican and every man to attend Divine service once or twice on Sunday, and I think that is the old hour and the usual hour for such service; and I believe clergymen generally would conform to that hour, if you altered your present law respecting public-houses.

477. What becomes then of your view as to the importance of giving to people a complete day of recreation on Sunday, so as to enable them to go out for that purpose, which you appear to think they cannot do with advantage, unless houses for refreshment are open; surely the afternoon is the most important part of the day for that purpose?—I think the law should be grounded upon the principle of a proper observance of the Sabbath, and therefore there should be afternoon service, when all those houses ought to be shut up; from three to five, I think, would be the most convenient hour for that purpose.

478. With what object exactly would you sanction legislation as to Sunday; is your object merely the better observance of the Sabbath, or is it to prevent drunkenness and its attendant evils?—The object is the better observance of the Sabbath and the proper relaxation of the people. Every expedient should be tried to tempt the people forth from the crowded city to the fresh air of the country, as one of the best modes of elevating their condition.

479. You do find that closing public-houses does prevent drunkenness, do you?—Undoubtedly; I think nothing can be so invaluable as the law closing public-houses from Saturday night to one o'clock on Sunday.

480. And that because it tends to prevent drunkenness?—Yes.

481. Do you consider that a law which closed public-houses after five o'clock on Sunday would have any effect in preventing drunkenness?—I think people are not so much inclined to get drunk on Sunday, or to commit theft; I think they are more inclined to seek after innocent enjoyment; they go from their houses and enjoy themselves with their wives and families; I think they are more with their wives and children on the Sunday than on any other day.

482. Is it your opinion that they are less disposed to drink on an idle day than a working day?—I think they are less disposed to drink on Sunday.

483. So that, upon the whole, it falls within your experience that Sunday is a day when people drink less than on other days of the week?—Certainly it is; undoubtedly so, within my experience.

484. I presume you sit at your court on Monday morning?—Very seldom.

485. Perhaps, therefore, you know nothing about the cases which come before the court on Monday?—I only know them by report; I sit occasionally; I sat yesterday, for instance.

486. Were you ever accustomed to sit on Monday before the last Act came into operation?—Very seldom.

487. You cannot tell us what the cases were which were brought before the court on Monday?—I have inquired, and I am informed that there were fewer cases of drunkenness on Monday morning; but there are more such cases on other days of the week.

488. Before the last Act passed was it the fact that there were fewer cases of drunkenness on Monday?—There were more then.

489. How do you connect that fact with your opinion that people drink less on Sunday than on Monday?—I think the drinking is more on Saturday night.

490. Why do you say that?—Because, as I have before stated, I have observed

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that a great improvement has taken place in the feeling of the people with regard to Sunday.

491. Is that the result of your inquiries at the office?—I am always observing and considering these matters.

492. Can it be actually ascertained whether the drunkenness which comes before the court on Monday morning is drunkenness which has occurred on Saturday or on Sunday?—A return on this subject has been ordered; but I do not know if the order is minute enough to include that.

493. What are the cases which ordinarily come before the court; are they cases in which men are found incapable of taking care of themselves, or are they cases of outrages which have taken place in consequence of drunkenness?—Being incapable of taking care of themselves, and being drunk and violent.

494. You were understood to say that there is great inconvenience to the working classes in the closing of public-houses under the recent Act at 10 o'clock in the evening; will you state to the Committee what the inconvenience is, and what you have learnt upon the subject?—My idea is that the working classes like to go out of town when they can.

495. What have you observed in your position as a magistrate at the Lambeth court?—From a multiplicity of cases, that is the impression which has been formed upon my mind.

496. It is not the result of any actual experience you have had as a magistrate, is it, when you say that great inconvenience has been experienced by the working classes in consequence of the recent Act?—You cannot sit in a police court without facts coming out every now and then.

497. What has come out?—That the people have suffered great inconvenience in many cases.

498. What inconvenience have they suffered?—From having to go to bed unrefreshed.

499. How does that circumstance come before a magistrate on Monday morning?—It does not come out perhaps in a case, but you hear of it in various ways.

500. Then you give your opinion on this subject as any other citizen might do, and not as a magistrate?—It is formed from my experience as a magistrate; my opinions are formed, of course, upon my experience as a magistrate. No one can have such an opportunity of knowing what the habits and feelings of the people are as a police magistrate.

501. It is not from your official duties; it is from being brought into contact with persons who come into your office, and who may talk on the subject there?—It is not from that only; it is from my official experience that I state this opinion.

502. Have any persons of influence in the parish mentioned to you that people wander about the streets, having rapped at the public-house door, and been unable to get refreshment; and that the fact of the public-houses not being open has produced disturbances?—From not sitting in court on Monday morning, I am not able to give you that information.

503. I understand you to be an advocate for opening places of rational recreation on Sunday; you have mentioned the Crystal Palace?—Without fee.

504. You would let persons into the Crystal Palace on Sunday, would you?—There would be no harm in their going into the gardens gratis, I think.

505. There is a distinction in your mind apparently between the grounds and the interior of the building?—Yes.

506. Will you explain that to the Committee?—Because the admission of the people into the interior of the building would prevent a great many people from enjoying a day of rest. It is one thing to converse with nature, and another thing to eat dinners, and so on.

507. That is the argument which people use who are very much in favour of closing all places of recreation on Sunday, namely, that it gives people trouble either to receive an admission fee or to sit at the door while persons are entering?—Therefore I think it should be regarded as a matter of necessity, which I hold the recreation of the working man on Sunday to be; and I think it should be restricted very much to that.

508. What would be your feeling upon the plan which was submitted to the Committee on Public-houses last year, that tickets should be taken on Saturday, and that persons should visit the Crystal Palace with the tickets so taken, and thereby

thereby give no one any trouble to receive the money. Would you object to that?—Not at all; but it is a roundabout way, I think.

509. Your feeling is decidedly in favour of all places of recreation being open on Sunday?—Of innocent recreation.

510. That would apply, you say, to the Crystal Palace and public-houses after five o'clock; are there any other places you can specify; the Museum, for instance?—Yes, the Museum, and the Regent's Park, and Surrey Zoological Gardens.

511. What would you call a dangerous amusement; would you call a tea-garden, or anything of that sort, a dangerous amusement?—Not if it was thoroughly well conducted.

512. Mr. *Massey.*] A casino?—Certainly not a casino.

513. Mr. *Villiers.*] But Cremorne Gardens, perhaps?—No; not Cremorne nor Vauxhall, if the entertainment at those places were the same as on week days. I think places of science might be opened, and the parks, and so on, but certainly not places of mere amusement.

514. You evidently sanction the principle of legislation for the control of public-houses; you approve of that principle?—Certainly.

515. You think that laws ought to exist for that purpose, but you differ with the Legislature with respect to the recent Act, in consequence of its having closed public-houses at a particular hour?—Yes.

516. Major *Baring.*] Have you had any cases of publicans who have been brought before you for transgressing the new Act?—Several.

517. Mr. *O'Brien.*] You stated that you attributed the drunkenness which takes place on Saturday night to the circumstance of wages being paid on Saturday; do you imagine if there were any enactment brought forward making the day for paying wages Friday, or any other day, that would obviate the objection you are speaking of?—I think it would be a very great improvement, but I should be sorry to have the public-houses kept open beyond 12 o'clock on Saturday night. I do not think that would be a proper observance of the Sabbath day,

518. Is it within your experience that clerks and persons who live in a single room, and who are in the habit of dining out at eating-houses, are affected by the closing of public-houses between half-past two and six on Sunday?—One or two clerks have mentioned it to me.

519. Lord *H. Vane.*] You were understood to say that you thought the Crystal Palace might be open on Sunday, provided tickets of admission were taken on Saturday?—Yes.

520. In saying so, did you mean that refreshments should also be supplied at the Crystal Palace?—Certainly not.

521. Then the Committee are to understand that you only approve of the Crystal Palace being open for the purpose of an inspection of what it contains?—Not the interior, but only the grounds; if you open the interior of the Crystal Palace, you would require a vast number of people to give up their day of rest.

522. Major *Baring.*] Cremorne Gardens are open on Sunday at present, are they not?—I am not aware of that.

523. You would not close the public-houses outside the Crystal Palace, but you would not allow refreshments to be supplied within the Crystal Palace; is that your view?—That is because it would require so many people to be in attendance, and for no other reason.

524. Must not persons be in attendance at the public-houses outside?—I presume they must; but that I hold to be a work of necessity; and as it is in the nature of their business, they cannot complain.

525. Mr. *Gregson.*] You have spoken of the advantage of closing public-houses at 12 o'clock on Saturday night, but you would keep them open after five o'clock on Sunday for the whole night; is that quite consistent?—I think when you have closed them up to five o'clock, you have given to every person, whether the suppliers of liquors or the consumers of them, an opportunity of attending Divine service; and I think after that they ought to be left to the enjoyment of their evening.

526. You would close them on Saturday night to prevent drunkenness?—Yes.

527. But you would not do so on Sunday evening?—No; I do not think

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people are so much disposed to drunkenness on Sunday night as on other nights.

528. Mr. *O'Brien.*] Is it within your knowledge that the working classes, who know they cannot get beer on Sunday after 10 o'clock, are in the habit of purchasing spirits and bringing them to their own homes to drink?—I have no doubt of it.

529. Mr. *Villiers.*] Is there much objection to that?—It is generally done in places which are under no surveillance at all, and which are generally of an immoral description.

530. May not a man take a pot of beer home to his family without objection?—If he were a Scotchman he would do so.

531. Would not he take whiskey?—Perhaps he would, but Englishmen generally are not provident enough to act in that way; they depend upon the public-house, and they like their beer fresh drawn.

532. Mr. *Massey.*] I understand you to say that you have observed of late years that there has been an improved observance of Sunday; do you think that your position as a police magistrate affords you peculiar facilities for observing the habits and manners of the working classes?—I do.

533. Is the opinion you have expressed derived from your observation so acquired?—It is.

534. I take for granted, where you speak of the inconvenience which is sustained from the operation of this Act, you do not speak in your official character as a magistrate, because it is impossible that you should have any official cognizance of such a fact as that of the inconvenience sustained by decent people by the operation of this Act?—You cannot sit in a police court upon any particular case but people will make known their feelings and observations.

535. You have not become acquainted with the fact judicially, but you have become acquainted with it from your position bringing you into contact with persons of all descriptions?—Yes.

536. We read of the expression "night charges," as applicable to the business of the police offices in the Metropolis; what do night charges comprehend?—They comprehend every description of charge; every one who is taken into custody between the rising of the court the day before and the sitting of the next day.

537. Are the majority of those charges connected with drunkenness, and violence in consequence of drunkenness?—I am sorry to say a very large proportion.

538. You say you do not sit much on Monday; but from your knowledge of the course of business in your office, can you tell the Committee that those night charges have increased of late years, or have they diminished?—If you speak of crime, independently of drunkenness, I believe myself you will find that, taking the statistics of crime for 10 years, there has been no diminution of crime, but that it has increased with the population; and I attribute that very much to the prevalence of drunkenness.

539. Do you sit on Tuesday, Wednesday, and Thursday?—I sit generally the last three days of the week; I am now sitting because my colleague is away.

540. Have you been sitting for the last two or three weeks?—For the last week and a half. I was sitting at the Thames Police Court the week before last, and a case arose there as to what was a traveller upon the river. There are some old stairs there, where there is a public-house, which was considered a regular highway from the river, and it was supposed that persons had a right to refreshment who rowed up the river some miles and came to that house. It so happened that in the case which was before me there was abundance of proof that those people were not parties who rowed up in the boat, but were merely idlers about there, and therefore I fined the men 2 *l.* But if they had proved that those were the men who had rowed there from some distance on the river, I should have held that they were travellers.

541. You have stated that it was the words "*bonâ fide*" which puzzled the magistrates; "traveller" is a very old word, is it not, as used in these Acts of Parliament, which the magistrates used to know how to interpret?—Yes; I think if the word "wayfarer" were introduced with it you could make the definition very much more certain, but I would not do away with the words "*bonâ fide.*"

542. Mr. *Cobbett.*]

542. Mr. *Cobbett.*] You think the magistrates imagined that the Legislature meant something more than a traveller when they found it had used the words "*bonâ fide* traveller"?—I think so.

543. Mr. *Villiers.*] Have the magistrates agreed upon the interpretation of the word "wayfarer"?—I am not aware of any course which the magistrates have taken as to that word.

544. You said if that word were inserted in the Act, you thought it would assist the magistrates?—I think so, taking that to be the definition of it, that when a man has travelled so far from his own house as to require refreshment, and it is inconvenient or impossible for him to get it at his own house, he should be considered a farer by the way.

545. Mr. *Cobbett.*] You said you had observed that the Sabbath has been much better observed of late years than it was formerly?—I think so.

546. You were asked whether you had noticed that that had been in consequence of the recent Act of Parliament. Do you consider that the Act of 1848 has had anything to do with the better observance of the Sabbath?—I think shutting up the houses on Saturday night till one o'clock on Sunday has had a great deal to do with it.

547. I understand you to say that when you stated that the Sabbath had been better observed, what you meant was, that people attended Divine worship more?—I think so.

548. Do you date that from 1848 only, or do you go back further than that year?—I go back further. I think it is owing to the improvement in education which has been going on.

549. You have been an observer of things in this town for a great many years, have you not?—I have.

550. Cannot you go much further back than 1848 for the commencement of a great improvement in this matter?—A great deal further.

551. Probably you can remember when the churches in London were very scantily attended indeed?—I can.

552. Can you go back as far as 1820?—Quite well.

553. What was the attendance at the churches in London in 1820, as compared with the attendance at the churches now?—I should say they are attended better by one-half than they were then.

554. Mr. *Villiers.*] But you think drunkenness has increased?—I think it has not diminished.

555. It keeps pace with the population, you think?—I think so.

556. Mr. *Massey.*] Notwithstanding all the legislation which has taken place to prevent it?—Notwithstanding all the legislation. I do wish, however, that we had a direct law to put it down.

557. Mr. *Villiers.*] Then you do think you can make people sober by Act of Parliament?—I think if you were to give the magistrate a summary power of inflicting a penalty, that would tend to do so. Where an Act of Parliament moves with the habits and the rights of the people, it exercises an immense influence; where it is against them, it is not operative, in my opinion.

558. Mr. *Cobbett.*] You draw a distinction between making people sober by Act of Parliament and punishing drunkenness?—Quite.

559. Mr. *K. Seymer.*] What course do you take when a person is brought before you for drunkenness only?—If it be the first time, and he has a good character, I let him go. If it is the second time, I fine him 5*s.*, and if he cannot pay, I keep him till five o'clock, and then I let him go; if he be an habitual drunkard I make him find bail for a short period.

560. Do you consider that a satisfactory state of the law?—No, not at all.

561. Do you ever proceed to a distress if he does not pay?—No; when we fine rich people they pay it; it is only the poorer people who cannot pay; and if we levied a distress upon them, we should turn them out of their houses.

562. Have you the power to reduce the fine below 5 *s.*?—We have a power by the Police Act.

563. Have you ascertained from the evidence before you where the persons get drunk who are brought before the court?—They get their drink from beershops.

564. Only at beershops?—No; but we have more cases of drunkenness from beershops than from public-houses.

 565. They

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565. They get drunk, generally speaking, either in public-houses or beer-shops?—Yes.

566. Mr. *Villiers.*] You stated that the surveillance of the police over public-houses was, in your opinion, the only justification of the monopoly of publicans; that surveillance does not appear, according to your evidence, to prevent drunkenness?—I think it has a great deal to do with it; I think there are very few publicans indeed who would serve a man when he had really had enough, if they knew it.

567. Where do you apprehend that the persons used to get drunk, who got drunk formerly on Sunday morning before one o'clock?—I suppose they got drunk at the public-houses, to a certain extent.

568. You have stated to us that it is the closing of public-houses which has made so great a difference on Sunday morning?—Yes.

569. Do you really believe that any man or woman who is inclined to get drunk has the least difficulty in getting drunk in the streets of the Metropolis, in public-houses or beershops?—I think he has.

570. Considerable difficulty?—Not considerable difficulty; I think he has a certain degree of difficulty. I think no respectable publican would allow persons to get drunk at his house; but we know that people frequently do not show it until they get into the air.

571. Sir *W. Jolliffe.*] You say there are many more cases of drunkenness from beershops than from public-houses?—Yes.

572. There are a good many more beershops than there are public-houses, are there not?—I think the number is about equal.

573. Mr. *Cobbett.*] Have you had any cases before you under the new Act?—I have had many, and three or four where the legal meaning of the words "*bonâ fide* traveller" has been called in question.

574. Have you demanded of the informer to prove his whole case, that is, to prove that the person supplied was not a traveller; or have you called upon the publican to prove that he was a traveller?—I have called upon the publican to prove that he was a traveller. The informer cannot be required to prove a negative.

575. You have put the onus of proof on the publican?—Yes; which I hold, however, is putting him in an impossible position.

576. Mr. *Villiers.*] Do the magistrates all put the publican to that proof?—I do not know.

577. *Chairman.*] You have expressed a strong opinion as to the inconvenience which this Act causes to the working classes, and you entertain a strong objection to it on that ground; do not you consider that this Act is very apt to create a strong feeling on the part of the working classes against the upper classes?—I do indeed. I believe, as I stated before, that we should have had none of these outrages in Hyde Park had it not been for this Beer Bill; it came upon them so suddenly and injuriously.

578. Consequently, do not you consider that it is very well worthy the attention of the Legislature how they can put a stop to a state of things so objectionable?—I think it is a thing of the most vital importance at the present moment.

579. Mr. *Villiers.*] You have stated that you are of opinion that the recent Beer Act has generated an unhealthy feeling on the part of the lower classes towards the upper classes; is that owing to the belief which prevails among them that the upper classes particularly suggested or were the promoters of this measure?—I believe that is their idea, but I believe it is utterly unfounded.

580. You know it to be unfounded, do not you?—I am certain it is unfounded.

581. You probably know that some of the petitions for this Bill, and for one even still more rigid, came from the working classes themselves?—Not the working classes; from the middle classes.

582. Do you know what the character of the petitions has been, and who have signed them?—I cannot state any particular, more than that I have heard, what every one seems to admit, that these petitions and these questions have been stirred up by the middle classes, and very much by those who do not belong to the Church of England; that I have heard stated on all sides.

583. Are you aware that there is not the smallest foundation for its being said that this measure was promoted by the upper classes?—I am quite certain of it.

584. Mr.

584. Mr. *Massey.*] Are you aware whether the signatures to the petitions have been chiefly obtained by two or three persons canvassing for those signatures, or were they the voluntary signatures, in most instances, of persons interested in the measure?—I am not aware.

585. Mr. *Cobbett.*] Do not you think that the signatures arose rather from a religious feeling on the part of the middle classes in different towns?—I think it is from an overstrained Sabbatarian feeling, which forgets that the Sabbath was made for man.

586. *Chairman.*] Are the Committee to understand you to say that the publicans, as a body, would be in favour of closing public-houses during the whole of Sunday?—I think so, rather than continue under the pressure of the recent Act.

587. You say you consider there is an erroneous opinion abroad, and we all know it to be an erroneous opinion, that this restrictive measure is a measure emanating from the upper classes; do you not consider that the difference which exists between the possibility of the upper classes obtaining all the enjoyment they please, and the inability of the lower classes to obtain those enjoyments, creates that feeling?—I think it is quite impossible that you can ever restrict, in any way, the Sabbath of the rich man; it is out of the question; because of course he has his private means of obtaining every enjoyment, and, therefore, I think we ought never to attempt such a thing.

588. With respect to the petitions we have heard so much of, which appear to have been presented in favour of the measure, are you aware that such petitions are got up and signed very much by Sunday schools and ragged schools, and persons of that class?—I cannot say that I know it of my own knowledge; I have heard it so rumoured.

589. Would you consider if the working classes generally throughout England had been consulted as to the propriety of such a Bill as this, there would not have been a vast majority against it?—I believe they would have held both their hands up almost unanimously against it.

590. Mr. *Villiers.*] Have you heard of any public meetings being held upon this subject?—I cannot say that I have. I have stated before, that from the beginning there was a strong impression, which I did not try to diminish, that this law was impracticable, and must be altered.

591. If you heard of public meetings being held in different places upon the subject, and of working men holding up both their hands in favour of closing the public-houses the whole of Sunday, you would feel astonished?—I should indeed. I am aware of public meetings being held in Scotland; but I think you will find that the law even in Scotland, where drunkenness had gone to an extent beyond what it had here, must be relaxed.

592. Did you hear of a large public meeting on this subject in Yarmouth last year?—No.

593. Did you hear of one at Leeds?—No.

594. In fact, you have not heard of any public meeting on this subject?—Not more than reading of them in the newspapers.

595. *Chairman.*] You did not hear of a large public meeting held at Halifax on this subject, probably?—No.

596. Sir *W. Jolliffe.*] I understand you to state that you think this law is impracticable, and must be altered; do you think it must be altered, still requiring the closing of the houses at a moderate hour on the evening of Sunday?—I think you will not remove a great deal of objection to it, unless you allow Sunday night to be like any other night of the week, after the afternoon Divine service is over.

597. Do you think it more objectionable that the houses should be closed at ten o'clock in the evening than that they should be closed at four or five in the afternoon?—I think that there is a greater objection to their being open at four o'clock in the afternoon than at ten.

598. Would it be objectionable if they were closed as late as 11 on Sunday night, in your opinion?—I wish to preserve my principle of closing them during morning and afternoon service at church; after that, allow the day to be given up to the recreation of the people.

599. Mr. *K. Seymer.*] Are you aware that the afternoon service is generally less numerously attended by the working and middle classes than the evening service?—I am quite aware of that.

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600. Still you think the afternoon service is the one which ought to be protected?—I do; I think you ought to leave the Sunday evening of the labouring man as unbroken as you can. It is much better for him that he should be enabled to refresh himself during the hours from five to twelve on Sunday night than that he should be allowed to do so from one o'clock to five.

*John Hardwick*, Esq., D.C.L., F.R.S., called in; and Examined.

*J. Hardwick*, Esq., D.C.L., F.R.S.

601. *Chairman.*] YOU have heard Mr. Norton's examination; will you have the goodness to give the Committee your idea of the working of the late Act?—The conclusion I have arrived at is, that it is desirable still to maintain the closing of the houses at 12 o'clock on Saturday night, keeping them all closed till one o'clock on Sunday afternoon, and afterwards, that they should be open till 12 at night. The time of evening service varies so much, that, to close them then, would very much interfere with persons who are making excursions into the country. They might come upon a place where they thought the public-houses would be open, but they might find the service was at a different hour than they had been accustomed to, and they were all shut. I think it would at once simplify the matter to commence the hours of closing at about 12 o'clock on Saturday night, and keep the houses closed till one o'clock on Sunday. Now and then we might find it rather inconvenient, in the districts where the great theatres are, that they should be required to close precisely at 12 o'clock on Saturday night, but in the country that would not obtain.

602. You think that that arrangement would suit the convenience of the public?—I think so.

603. And you think the working classes merit so much?—Assuredly. I cannot but feel that we have all our clubs, and that many of the clubs are little more than hotels, in which it is only the limitation of the numbers which makes any difference between them and an ordinary hotel.

604. I presume you feel that the fact of so much licence being given to the wealthier classes in their clubs places the matter in an unfair position towards the lower class?—Yes; I would give every encouragement to the working classes, who have been penned up during the week, to go forth and breathe the fresh air; and, as a consequence of coming into the country to obtain fresh air, they must have the means of obtaining refreshment.

605. What is your opinion touching the words "*bonâ fide* traveller"?—It is a very awkward expression. If, when the Bill was in the House of Lords, the Lord Chancellor himself could not define the expression, when asked to do so by Lord Lyndhurst, it is not to be wondered at that the magistrates and publicans should not be able to do so. In the sense of this Act, I believe a traveller to be one who travels from his own house to such a distance that he may be supposed reasonably to require refreshment, whether he travels for business or for pleasure.

606. Have you observed any difference in the amount of drunkenness within the year 1855, in comparison with the year 1854?—My days for sitting at court happen not to include Monday; but I have asked the clerks, and I have found that after the passing of the Bill there was a slight diminution on Monday, but it was made up on Tuesday, and now it has pretty well found its level, so that there is very little difference.

607. Have you heard at all, or are you able to say from your own knowledge, that drunkenness has sprung up, to a great extent, in objectionable and unlicensed places?—That has been very much upon the increase; so much so, that I have been surprised at hearing of rooms being turned into places where people have gone at night and got their porter; and there has been considerable disorder, more so than at public-houses.

608. Mr. *K. Seymer.*] On what night of the week was that?—On Sunday after 12 at night.

609. *Chairman.*] Would you have any hesitation in saying that such places would be likely to be resorted to on Sunday when the public-houses were shut?—No doubt, and they are upon the increase.

610. I need scarcely ask whether drunkenness in such places, where the police cannot get at it, is not infinitely more objectionable than in places where they can?—Of course it is.

611. Mr. *Cobbett.*] How long is it since you have heard of those places?—I have heard of them for a long time, but they have been on the increase lately. The other day some one was brought up by the police, and then it was explained that this very man was keeping such a room as this; that was about 10 days ago.

612. Sir *W. Jolliffe.*] Your experience leads you to suppose that public-houses might be open from one o'clock on Sunday till 12 o'clock at night, without detriment to the public or to the publicans?—I think so, with very great convenience to the public at large, who are then taking their excursions into the country with their families for the purpose of enjoying a little fresh air.

613. Mr. *Brand.*] Are the Committee to understand that you wish such houses to be closed at 12 o'clock on Sunday night?—My own feeling is, that I would close those houses at 12 o'clock on Sunday night, and I would close all such houses at one o'clock on other nights of the week.

614. Would you leave them open on Saturday night till one o'clock?—On Saturday I would close them at 12, and on Sunday at 12; and on other days in the week I would close at one o'clock in the morning.

615. At what hour would you allow them to be open in the morning?—At an early hour, so as to allow labouring people, if they wanted their breakfast, to get it there.

616. Mr. *Villiers.*] Your opinion extends to altering, not only the present law, but the preceding Act affecting public-houses. Under the former Act, houses were closed from three to five on Sunday afternoon?—Yes.

617. You would alter that law?—I would.

618. You can specify, probably, the mischief you have observed to flow from that Act since it was passed, which is about six or seven years ago?—I cannot refer to any mischief; there is the inconsistency of closing for the afternoon, and not for the evening service.

619. That Act has been in operation, as we know, for a considerable time?—Yes.

620. I believe it is only recently that you have heard any complaint of the closing of public-houses in the afternoon; is not that so?—Complaints would not reach us in that way judicially; we have heard of it as a matter of rumour, and one can very well imagine oneself the inconvenience which must result to people who have gone out and have been stopped from getting anything to eat or drink.

621. Did you hear of it before the recent Act was passed in April 1854?—So little did I hear of it that I never heard when a publican has been brought up charged with keeping his house open, that he has pleaded that the party was a traveller.

622. What are the cases of that kind which you are referring to; are they for giving entertainment during the proscribed hours?—Yes; upon a man being summoned for keeping his house open at 12 o'clock in the day, I never heard him say it was for the purpose of supplying a traveller.

623. Probably in those cases it was clear that the people who were tippling in his house were his neighbours?—I do not know that; I only know he never resorted to that excuse.

624. However, it was always the case that the publican was permitted to entertain travellers?—When charged with having persons in his house, he has often said, "They are lodgers in my house;" but I never heard him allege that they were travellers.

625. You are aware that under the old Act there were those exceptions provided for?—The exception of a traveller?

626. And a lodger?—I think not.

627. A lodger is excepted in the last Act; is not it so in the former Act also?—I am quite sure that it is not so.

628. You are, I presume, only speaking from what has come under your particular notice in Marlborough-street?—Yes; and I have sat at the east end of the town also.

629. Should not you say that the inhabitants of London have, generally speaking, become accustomed now to the closing of the houses between three and five on Sunday; that they are not disposed to make any complaint of it, but that it rather harmonizes with the religious feeling of the town that while Divine service is going on, that it is well to keep the public-houses closed?—As far as London is concerned, the inconvenience to which I have been directing my

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attention does not arise. It arises in the country, from the circumstance of a number of persons going there for the enjoyment of air and exercise, and finding they can get no refreshments. But I feel great objection to making any exception for London, though I dare say the inconvenience here may be less felt.

630. I take for granted you have had cases under the recent Act where publicans have been charged with entertaining people during the hours for closing?—Yes, some few cases. Some of the Hammersmith omnibus people were brought before me on that ground.

631. Do you know at what hour they were charged with breaking the law?—At half-past ten o'clock, I think. On that occasion I said that I could not consider persons in an omnibus going merely to Hammersmith as travellers. I said, "You might just as well have had your beer before 10 o'clock; and I see no reason to exempt you from the Act."

632. Do you sit in your court on Monday morning?—No.

633. You do not know anything about the cases which come before the magistrates at that time?—No.

634. You do not perhaps know, officially, what is the nature of the complaint about the recent Act; whether it is that the houses are not kept open all Sunday night, or whether it is that they are not kept open for an hour longer than they now are?—I only know it from what I hear, and from what passes. I hear it said, that when people are going out and returning by the late trains, there is no accommodation for them, and no means of obtaining refreshments. I think if the law subjecting publicans to penalties for permitting drunkenness in their houses were sharply inflicted, that accommodation might be afforded to the public without any great disorder or discomfort to the town, arising from an extension of the hours on a Sunday.

635. Do you think if one hour more were allowed, there would be any complaint; supposing the houses should be required to close at 11 instead of 10, would that meet what is generally desired?—At 11 or 12.

636. Mr. *Cobbett.*] You appear to prefer 12 to 11?—Upon the whole, I like 12 best.

637. Have you any opinion as to which is the day on which there is most drunkenness; whether it is a working day, or whether it is Sunday?—I think we have generally had a good many cases on Tuesday morning, from people who have been drinking on Monday.

638. It is not the drunkenness of Sunday which comes before you on Tuesday, or drunkenness arising from drinking which began on Sunday evening and went on till Monday?—No, I think not. As I said before, the cases of drunkenness declined on Monday at one time, and a little increased on Tuesday.

639. Do you think that drunkenness is on the increase in London?—No.

640. Is not it within your recollection that drunkenness was once much more prevalent than it is now?—Yes; I think it is on the decline, certainly.

641. You think it has not kept pace with the increase of the population?—No.

642. The example set to the lower orders of people by the upper classes is better than it used to be in that respect, is it not?—Yes; and I think, therefore, there is less necessity for restriction.

643. Mr. *Massey.*] Do you attribute the improvement you speak of to legislation?—I do not; I attribute it to the spread of education, and the improved manners and habits of the people.

644. Mr. *Villiers.*] You are not against all restrictions upon public-houses, as I understand you?—No.

645. You would close them on Saturday night and on Sunday morning?—The only restriction I would impose would be on Saturday night. We have found that in the lower descriptions of public-houses, when artificers and others have received their wages, they go there and sit and get drunk; and instead of carrying home the money to their wives, they go home tipsy.

646. You think the closing of public-houses has an effect in preventing that waste and drunkenness. It is a great temptation, is it not, to a man, after a hard week's work, and having probably just received his wages, to go into the public-house, and a temptation which he is hardly able to resist?—It is.

647. Mr. *Cobbett.*] Do not the workmen sometimes receive their wages late at night?—Yes, I believe they do.

648. Major *Baring.*] What do you consider to be the feeling of the publicans in regard to this Bill?—I am not aware; I have not asked them.

649. *Chairman.*]

649. *Chairman.*] The public-houses are now closed at 10 o'clock on Sunday night; virtually, a man must be there, in order to obtain refreshments, at half-past nine; otherwise, if he goes to the public-house at 10, he will get no refreshments, as the publican closes about five or 10 minutes before that time?—Certainly; and of course large numbers of persons coming home by train cannot be all supplied at once.

650. Therefore eleven would virtually be half-past ten?—Yes; and therefore I think twelve would be the better hour.

651. Mr. *Scholefield.*] I understand you to say that you think the habits of the working classes have very much improved?—I do.

652. You are perhaps aware that many persons have stated that that improvement arises from the restrictions which have been put upon public-houses. They think that it is by that means the habits of the people have been improved?—I do not consider that that is the case.

653. Is it your opinion that the habits of the upper classes have very materially improved within the last 20 or 30 years?—I think so.

654. Do not you think there is much less intoxication than there was 20 or 30 years ago?—I do.

655. There has been no legislation affecting the upper classes which would tend to make them more moral, has there?—No. As refinement and education went on the moral improvement has gone on too.

656. If there has been any alteration in their position, would not you rather say that by the increase in the number of clubs they have greater facilities for intoxication afforded them than they had before clubs became so numerous?—Yes.

657. Yet their habits have, you think, become gradually improved by the progress of education and of refinement?—Exactly so.

658. You spoke of the inconvenience of closing public-houses in the afternoon of Sunday not being felt to the same extent in London. I understand you to say that it is not so much felt in London as it is in the country?—I should think not so much; but I dare say it is felt in London.

659. You would not say it was not felt if a man were prevented from getting his dinner between half-past two and six o'clock in the afternoon?—I spoke rather of the comparative amount of inconvenience. It is an inconvenience, but it is less felt than when a person who is fatigued by a journey wants refreshments and cannot get supplied.

660. Do not you think there is a tendency in this measure to create a sore feeling against the upper classes, in consequence of the lower classes seeing the facilities which are offered to the rich for obtaining their meals and their beverages at any time on Sunday they please?—I have no doubt of it, and that makes me more strongly of opinion that the distinction ought to be removed.

661. Mr. *Massey.*] Is that an abstract opinion of your own, or is it founded upon information which has come before you?—It is founded on the experience I have had from living in the world, and seeing something of every class of society.

662. Mr. *K. Seymer.*] On that principle would you not have the public-houses open from nine o'clock on Sunday morning, and keep them open the whole day, that being the period during which the clubs are open?—No. The clubs may be open for that time; but they are only limited to a comparatively few individuals, and we never hear of such a thing as their being abused by persons coming out from them, and presenting the disgusting spectacle of drunkenness. On the other hand, I believe if you were to let public-houses be open at nine or ten o'clock you would often have the spectacle of a tipsy person coming out from them. That would be of course an indecency and a scandal; you could not suppose that to take place from a club, and I do not see therefore that it is necessary to put clubs under the same restrictions as beershops.

663. You would not propose, therefore, to put public-houses on the same footing as clubs?—No, certainly not.

664. And yet I understood you to say that the dissatisfaction arises from the different classes being in a different position as regards this question?—It is only when the difference is pressed beyond a certain point. You have been shutting up the public-houses in the afternoon of Sunday, when the clubs have not been shut. That restriction is exceedingly inconvenient to the people, interfering as it does with their excursions. But I do not see why the clubs should be interfered with.

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with. I would not restrict the clubs, but I would give more opportunities to the people generally to obtain refreshments.

665. It is a question of degree in your opinion?—It is, entirely. I would not have it said that parties may go into their clubs on Sunday afternoon, and enjoy themselves, while at the same time places for refreshment are closed against the poorer class.

666. Mr. *Scholefield.*] Is not it the fact that, in 99 cases out of 100, the clubs are used from nine to one o'clock, for the purposes of breakfast chiefly?—Yes.

667. If public-houses were open at that time, they would, in all probability, be used for the purposes of drinking?—Certainly; you can hardly regard the two cases as parallel.

668. Sir *W. Jolliffe.*] I understood you as being of opinion that, with increased facilities for obtaining liquors on Sunday, there should be some alteration in the law respecting drunkenness?—I think that publicans should be held responsible for permitting tippling and drunkenness in their houses.

669. Do you think that the penalty which the law now imposes on drunkenness is sufficient, or that the law is in a satisfactory state in that respect?—No, I do not think it is in a very satisfactory state; the fine is 5 *s.*, and you cannot imprison; but we generally find that the person being locked up for a night is quite enough; sometimes, if they are a little disorderly, we can put on a penalty.

670. Having no power of imprisoning, you cannot enforce the penalty in many cases?—No; but if they are disorderly when drunk, they can then be fined, or imprisoned, without fine, for seven days.

671. Are the Committee to understand you, that you think it desirable that some sharp penalties against drunkenness should be enacted?—No; I merely meant, in what I said, that I would make publicans feel that they ought to keep good order in their houses, particularly on Sunday; and then I think there would be no inconvenience from throwing the houses open.

672. Do you think any additional punishment should be inflicted on publicans who allow drunkenness in their houses on Sunday afternoon?—I think the penalties are pretty stringent now, and there is the power also of reporting to the licensing magistrates. We very seldom impose the full penalty upon publicans.

673. Mr. *Gregson.*] What is your opinion of opening places of innocent recreation on Sunday?—I am inclined to let all public places of recreation be opened.

674. Do not you think the effect of that would be to diminish drunkenness?—I think it would; it would take many people from the public-houses. I heard Mr. Norton say he would shut up the inside of the Crystal Palace; I should say, by all means keep it open.

675. Mr. *K. Seymer.*] Would you open the theatres?—I would not.

676. The theatres are places of public recreation?—Yes, they are; but in the present state of the drama and of the theatres, I am not prepared to go so far as that. If we get as far as museums and institutions, and everything which can instruct and amuse people rationally, that will be sufficient.

677. Mr. *Cobbett.*] The theatres are open at bad hours, are not they?—Yes, and we know the class of people who frequent some of the lower theatres.

678. You would encourage persons in going into the country, and in that sort of recreation?—Yes, for fresh air, and to see nature and fine art.

679. That is particularly desirable, is not it, for persons who live in such densely populated districts as London?—Unquestionably.

680. Mr. *K. Seymer.*] The honourable Member just now spoke of bad hours; what do you understand by bad hours?—Very late hours.

681. *Chairman.*] I suppose you can recollect the time when a countryman would take all his ideas of grandeur from the mayor of his town, and all his idea of the law from the attorney?—Yes; all that is changed now.

682. The Great Exhibition proved the extreme value of locomotion to the people?—No doubt about it; give them information, and open to them sources of amusement and instruction, and you will ameliorate their condition and improve them, without any law against drunkenness.

683. Mr. *Villiers.*] Have you any reason to believe that it would shock the religious feelings of the community generally to open such a place as the Crystal Palace on Sunday?—I believe not those of the great mass of the people; there

may

may be certain sects who are somewhat severe on these matters, but I should think the great mass of society would not be opposed to it. *J. Hardwick*, Esq., D.C.L., F.R.S.

684. *Chairman.*] You would draw a distinction clear and decided between that and the theatre?—Very decided and strong; where you are to draw the line may be doubtful; we know some of the theatres are most pernicious. Many of them are for the demoralization of young people, and I should like to see them entirely closed; we must put them aside altogether. 10 July 1855.

685. The gardens of such a place as the Crystal Palace you think a place of which the people would avail themselves, and that they should be thrown open to them?—That is my view.

686. Do you think there would be any great danger of drunkenness taking place, supposing refreshments were sold there?—I do not.

687. Mr. *Cobbett.*] Do you think, on the contrary, it would diminish drunkenness, by drawing people away from other places where they might be more likely to get drink?—I think so, decidedly; what they want is stimulus; and if you stimulate them with good objects, they will require less of pernicious stimulants.

688. Mr. *Villiers.*] In fact, it would be a counter-attraction to the public-house?—I think so.

689. Mr. *Scholefield.*] Can you speak, from your own knowledge, of the condition of any of the public gardens in the neighbourhood of London on Sunday?—I cannot speak of it from my own knowledge.

*George Long*, Esq., called in; and Examined.

690. *Chairman.*] YOU are a Magistrate of the Marylebone district?—Yes. *G. Long*, Esq.

691. How long have you been a magistrate?—I was appointed a magistrate in the year 1839, under the new system; when, in fact, what are called police magistrates ceased to be police magistrates; at present we have nothing to do with the police, except only that the police bring cases before us, and the term "police magistrates" is a misnomer.

692. Are you a barrister?—Yes, of very long standing; 44 years' standing; I have had great experience in the sessions, and in those parts of the law connected with the magistrate's duty.

693. You have heard what your brother magistrates have said on the subject of the recent Act for regulating the sale of beer on Sunday; would you wish to make any observations on the subject?—I am not in a condition to afford much valuable information to the Committee, because I do not sit on Monday or Tuesday. In the ordinary regulation of our business, my days of sitting are Thursday, Friday, and Saturday, consequently those days which are most affected by the operation of the late Act are the days on which my colleague, Mr. Broughton, sits. I have had very imperfect means of ascertaining what the operation of the Act is with respect to what takes place on the following day, Monday; but there is one point on which I am very desirous of laying before the Committee what my ideas are; I mean with respect to the meaning of the word "traveller." It so happened that I was the first magistrate who gave a more extended construction to that language than some of my brethren have thought expedient. The case arose in this way: a person who was a London artizan went on Sunday to Hampstead, to Jack Straw's Castle, and there he got some refreshment; the question was, whether he could be considered a traveller. I must throw over entirely the notion of any definition of the word "traveller;" I am quite satisfied that no such definition does or ever could exist; but the word must in all cases be construed in reference to the subject-matter to which it is applied. In ordinary parlance, you would make a distinction between a traveller and a mere tourist; if a man goes up the Rhine or into Switzerland you do not ordinarily call him a traveller; but when you come to apply the word to this Act, there can be no definition of the term, and therefore, though I consider nothing can be more improper than for any person exercising judicial functions to deviate from the express and clear terms of an Act of Parliament for the purpose of carrying into effect what he may consider beneficial to the public, yet when I find the language of the Act ambiguous, I think the best way I can discover of ascertaining what it is the Legislature really meant, is to consider what is the object and purpose of the Act; and as it seemed clear that this Act was intended to prevent drunkenness, it struck me it would

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be a very harsh application of it if I applied it to the condition of those persons who went very innocently and properly, and in a way which their health absolutely requires, into the country. An artizan working six days within the confined atmosphere of London, is called on as a matter of duty, even throwing out of consideration the pleasure he may derive from it, to seek some relaxation of that kind in the country, and how he can do it better than by walking up to such a place as Hampstead, I do not know. It occurred to me that no doubt the Legislature desire to encourage persons in performing their religious duties by attending Divine worship. Under the Police Act persons are not allowed to sell liquor before one o'clock. That covers the period of morning service. But then let us look at what is the condition of the religious part of society as to the residue of the day. There are afternoon services, and there are evening services; but I suppose they do not expect that every man is to go to church three times a day; the very man who seeks for refreshment in the afternoon of the day may have attended service in the morning and may mean to attend it again in the evening, and may spend the rest of his time in rational recreation, in wandering about and enjoying the beauties of nature; and if he does that with a grateful feeling to the Author of nature, my opinion is that he is spending his Sunday very wisely and very properly. I have always thought it a very hard case that such a man should be restrained from the refreshment he naturally requires; and I do not think the Legislature could have intended to lay any restriction upon a man in so doing. I therefore considered that such a man was a traveller; and I am more disposed to believe so, because I find that all attempts to give a restricted sense to the word "traveller" seem to me not only to be utter failures, but absolutely to border on the ludicrous. Among other things, it has been contended, I understand, that a traveller must be a person who is going on business. If a man is only to be considered a traveller when he goes on business, the greatest traveller of our time, Baron Humboldt, who spent his time in going round the world, partly for his own enjoyment, but much more for the advancement of science, and Sir Roderick Murchison, when he was wandering about Russia for the purpose of advancing geology, would have been told (and they would have thought it very odd that they should be so told) "You are no travellers." It is a definition which seems to have come only from commercial rooms, and I cannot see how it is possible it can make its way anywhere else. I so much coincide with the views of my friend Mr. Hardwick, that I do not think I need repeat again what he has stated on this subject.

694. Mr. *Massey*] In reference to the time of closing the public-houses on Sunday, do you agree with him?—I think 10 o'clock is an inconvenient hour for them to be closed.

695. Do you agree with him in what he said upon that also?—I think it would be desirable to keep the public-houses open till 11 or 12 o'clock, because the excursion trains come in at a late hour. As the law has not prohibited travelling on Sunday, you must consider it to be a legal act, and I think a person coming in at that time of night should be allowed the ordinary refreshment which a traveller requires.

696. Mr. *Brand.*] In your view of the law they are now allowed it, are not they?—They are.

697. Mr. *Villiers.*] Have you had many charges against publicans brought before you for entertaining persons who are not travellers?—From the circumstance I have stated, I have had very little knowledge of such cases. I sit on the three latter days of the week, except for a few weeks, when my colleague Mr. Broughton is out of town. I have a general impression, which I have collected from what I hear from my colleague, and from the clerk, that there may have been some slight decrease of drunkenness on Monday, but I am afraid that that is counterbalanced by the slight increase on Tuesday.

698. Are publicans much in the habit of keeping their houses open after 10 o'clock on Sunday night?—I do not know.

699. It has been stated that there are many persons, such as excursionists, who suffer inconvenience from the houses being closed at 10; do you know what that inconvenience is which is practically felt?—I do not; my views are more theoretical than practical upon it; I only draw a general conclusion from the circumstance, which is very well known, that there are trains coming in within those hours.

700. I presume that nothing but the sale of spirits and beer is prohibited by this Act?—No.

701. Coffee-houses, shell-fish shops, eating-houses, and all houses of that description are open?—They are.

702. Persons living in hotels can be supplied?—Yes; but the Committee must be aware how easy it is for those laws to be evaded, and for those coffee-shops to be made places where prohibited liquors are sold. I very much suspect that that is the case to a very great extent, though I have no absolute knowledge on the matter.

703. Under the old law a beershop was always closed earlier than a spirit-shop, was not it; it was always closed at 11 o'clock on Sunday night?—Yes; but there has been an alteration in that respect.

704. The restriction has brought the public-house where they sell spirits to an equality with the beerhouse; that is to say, there is now an earlier closing of the place where they sell ardent spirits?—Yes.

705. The former law was that the beerhouse was always closed every night at 10 or 11?—It was closed at 11; I think now it is 12. In the metropolis, and where there is a population to a certain extent, there is a difference made.

706. That is what the Legislature provided, that where they sold beer they were closed early, but gin palaces and places where they sold spirits were open the whole of the night; that was the old law, was not it?—I believe it was.

707. But now under the recent Sunday Act the public-house is obliged to be closed at the same hour as the beershop always was closed?—Yes.

708. Mr. *Massey.*] Was the beershop always closed so early as 10 o'clock?—I think it was 10 in the country and 11 in London; I think now the hours are 11 and 12.

709. Mr. *Villiers.*] Have you any opinion as to whether there has been an increase of drunkenness of late years?—It is an extremely difficult question to deal with; the amount varies from time to time according to the circumstances of society; whenever distress is great I have no doubt drunkenness increases, because men fly to it as a sort of refuge, having no other; in more prosperous times there is perhaps less of it, though in some cases individuals may give way to it when they are prosperous, because they have more money to spend. I have lived a long time in the world now, and I believe the world has been improving, as regards all classses. I think every class is better than it was in my younger days; and among the rest, I think the lower classes have also improved as well as the higher and the middling classes. With respect to the higher classes, if I might venture an illustration, which seems to my own mind to throw some light upon my view of the subject, it is perfectly acknowledged by all persons that there is less drunkenness, less profaneness, and less indecency among the higher classes than existed in the last century and the early part of the present. I cannot help asking myself why is all this? I am willing to believe that the religious principle may have more force than it had heretofore; but independently of that, I am quite satisfied that the higher classes have improved, because they have more interesting subjects before them. The love of literature, the love of science, the love of the beauties of nature, and the love of art have increased among them, and that has raised and elevated their minds, and made them spurn at what is low and disgraceful, such as the habit of drunkenness. The same thing will operate through society in all the different grades; it is making great progress in the middling classes, and the lower classes too; and in my opinion the antidote to drunkenness is to give people a taste for better things, and to give them places where they may go and spend their time improvingly and pleasantly.

710. You do not agree with Mr. Norton that drunkenness is on the increase?—I totally differ from that opinion. I totally differ from Mr. Norton in thinking that Sunday is a more virtuously spent day than the rest of the week. I think Sunday is the most vicious day in the week. I fear there is more vice among the lower classes on Sunday than on any other day in the week.

711. There is more temptation, is not there?—Yes; they have a great deal of time upon their hands, which they do not very well know what to do with. If they were encouraged to indulge in innocent recreation, I think it would be a great benefit to society. I think the opening of parks and all those places is a very great benefit; in proportion as you give people better taste, they will relinquish those low sensualities in which they now indulge.

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712. You consider that the public-house presents a great temptation to the lower orders on Sunday?—Yes.

713. A greater temptation than on any other day?—Yes; because people have more leisure.

714. Do you agree with the other witnesses that it was a wise provision which closed the houses at 12 o'clock on Saturday night till 1 o'clock on Sunday?—Yes, I think that a very wise provision.

715. People have leisure, and their wages are in their hands, and the public-house, you think, offers them a very ready temptation for an indulgence which afterwards they regret?—Yes, the advantage of that measure is obvious.

716. That is an instance, according to your view, in which legislation has been useful in preventing drunkenness?—I think so, certainly.

717. Mr. *Scholefield.*] In proportion as public-houses are a greater temptation on Sunday to those who are disposed to make an improper use of them, are not they also of greater service to the sober part of the community, to whom the Sunday is a day of recreation and pleasure, and who therefore require the use of a public-house on Sunday to a greater extent than on any other day?—Beyond all doubt a man, wherever he goes on Sunday, naturally requires refreshment.

718. Mr. *Villiers.*] Has not there been this change in public-houses, that they are now much less victuallers' houses than places for the sale of spirits?—I do not know how that is.

719. Do you believe that working men generally resort to public-houses to get their dinners?—Where they are at a distance from home, I suppose they do.

720. Generally speaking, they do not, do they?—I should think not.

721. The term victualler has reference to a different age altogether, when people used to do so?—Yes.

722. Mr. *Scholefield.*] Does not that very much depend upon what the poor man's home is?—Yes, it all comes round to that. Elevate the poor man in the scale of existence; give him better tastes, find him a more comfortable home, and he will be raised above sensuality and drunkenness. Till then you will not do much by all your legislation, I am afraid. I cannot help thinking that this Act in its present operation, particularly taking the strict definition which many magistrates have given to the word "traveller," tends very much to foster an evil feeling on the part of the lower classes towards the higher; and I think you, as legislators, must feel that there can be nothing at this time more important than to do everything practically to create good feeling among the different classes of society. I am afraid that this Act has had a tendency the other way, though I do not speak from specific facts.

723. Lord *H. Vane.*] Do you think that any ill feeling of the lower classes against the higher classes, which you represent to be generated by this Act, exists to a greater extent in the metropolis than in the country, or does it exist equally in the country as in the metropolis. You are, perhaps, aware of the fact that this Act in a great measure emanated from the country; the people in different large towns petitioned, those petitions being got up by certain religious bodies, generally belonging to the middle classes. Do you believe that the feeling which you represent to have been raised against the higher classes by the adoption of this Act, exists to a similar degree in London and in the country?—I think this Act is one among a variety of other causes, for the feeling I have referred to, some of which I am not competent to enter into, and none of which I should feel justified in entering into on the present occasion; but I think this Act has tended that way.

724. Is that so, in your opinion, with reference to the metropolis, or in reference to the country generally?—I should suppose, wherever the Act operates it has that tendency, more or less.

725. Mr. *Massey.*] Do you reside in London?—Entirely, except for six weeks in the year, when I can be away.

726. You know nothing of the feeling in the country towns about this Act, your knowledge is derived from your metropolitan experience?—My knowledge is derived, as that of any other individual may be, from metropolitan experience; what I see in the papers, and what I hear reported to me by friends, and what I see during the six weeks I spend in the country.

727. Lord *H. Vane.*] Of course you are better acquainted with the feeling in the metropolis than you are with the feeling in the country?—Of late years I am; I have lived a great part of my time in the country, but since I have been a police

a police magistrate I have been almost exclusively in the metropolis, except during my six weeks' vacation.

728. You have no exact knowledge of what the feeling of the country is in reference to the Act?—No; nor have I any exact knowledge of the feeling of the people in town, except from what one sees and hears round us every day.

729. Mr. *Villiers.*] What part of the Act is it which creates such dissatisfaction; there is the additional hour from five to six, the additional hours of closing after 10 during the night; and there is the introduction of the words, "*bonâ fide*." Those are all the differences which have been made in the law by this Act. Is it all those three, or is it any one of them in particular which has caused the dissatisfaction of which you speak?—As far as I am concerned, the introduction of the words "*bonâ fide*" creates no difficulty whatever.

730. Then we come to the additional hour of closing, from five to six; is that the cause of the dissatisfaction?—I have no doubt that it is; I have no doubt persons go for refreshment at the prohibited hour, and finding they cannot get it, are annoyed, and are inclined to entertain uncomfortable feelings towards the higher classes, who they well know have an opportunity of refreshing themselves at all times of the day.

731. Do you think the closing of public-houses during the hour from five to six has been much complained of?—I cannot say that it has particularly.

732. Was there much complaint before of the restriction from three to five?—There was some complaint then; but the greater the restriction the more likely will it be that there will be complaint. There always has been complaint to some extent.

733. Even when the hours of closing were from three to five there was complaint?—Yes.

734. Lord *H. Vane.*] You think the feeling existed previously to this Act, but it has been increased by the passing of the Act?—I think so; it existed previously I have no doubt, but it has been increased.

735. Mr. *Scholefield.*] Every half hour additional restriction would be naturally felt as a great grievance; people might submit to a restriction for three hours but if you extended that three hours to five hours, or five hours and a half, the inconvenience must of course be greatly increased?—No doubt.

736. Mr. *Villiers.*] With your experience, knowing the people generally both in the country and in town, what do you say to the opinion which was expressed to the Committee last year by a person who professed to be very well acquainted with the working classes, to the effect that if there were universal suffrage to-morrow, he was satisfied that the people themselves would impose restrictions upon public-houses, and they would impose restrictions for the purpose of securing the better observance of Sunday?—I can only say that I should imagine the grounds on which that gentleman rested would not have satisfied me.

737. You would doubt that opinion?—I should very much.

738. Will you allow me to read you an opinion which was expressed by a person who had gone through different towns of Scotland, Ireland and England; he says, "I would desire to say that I know the feelings of the working-classes especially, and with that feeling many of the middle ranks sympathise, and which is to be freed as much as practicable from the temptations of the public-house, and especially to have those houses closed upon the Sabbath"?—That is very strong. That that is the general opinion I cannot think myself.

739. Mr. *O'Brien.*] You do not think it is the opinion of the metropolitan district?—No, I do not.

740. *Chairman.*] Should you say it is the opinion of the country generally?—I should think not.

741. Mr. *Villiers.*] Do you know of any great public meetings which have been held in London for the purpose of advocating the throwing of public-houses open on Sunday?—I do not. I am not very well acquainted with the history of public meetings. The newspaper affords me much more than I can get through.

742. There has been no large public meeting, has there, on the subject?—I am not aware of any.

743. Mr. *O'Brien.*] Are you aware of the meeting in Marylebone, which is reported in this morning's paper?—I am not.

744. *Chairman.*] Are you aware of a large meeting which was held at Halifax for the support of water drinking, which was almost entirely overthrown by the feeling of the public?—No, I am not.

*G. Long*, Esq.

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745. Have not you observed that in cases where such meetings have taken place, generally speaking John Bull is a very long time before he is really awake?—I think so.

746. Mr. *Gregson.*] It has been stated that drunkenness would be diminished if wages were generally paid on Friday instead of on Saturday; is that your opinion?—I should be rather inclined to think it would have some tendency in that direction; when the money gets into the man's pocket, and he has a day's leisure before him, there is a great temptation to its getting out again.

*John Hammill*, Esq., called in; and Examined.

*J. Hammill*, Esq.

747. *Chairman.*] WHAT court do you preside over?—Worship-street Court; I have been there between seven and eight years, but I should state that the days on which I sit are Thursday, Friday, and Saturday.

748. You are a barrister?—I am; I have sat three times for Mr. D'Eyncourt on Monday, and on one of those days, a question as to the meaning of the words "*bonâ fide* traveller" arose before me; there is a cemetery called the Victoria Cemetery, near the Victoria Park; there is a public-house there in which persons assembling for the performance of funerals have been accustomed to cloak themselves, and the undertakers to put on their apparatus; occasionally 30 or 40 of those funerals meet together; it may be raining very heavily, and those unfortunate people, instead of being kept out in the air, were taken into the public-house; the proprietor was summoned before me for keeping his house open, but I held those people to be travellers.

749. You have heard the evidence of the previous witnesses?—I have.

750. Do you wish to make any comments upon that evidence?—I am very much of the same opinion as Mr. Long in what he has stated.

751. Sir *W. Jolliffe.*] Is Victoria Park within your district?—It is. I was not very minute in my inquiries as to the distance which those people had come, for I thought the Legislature could not have intended to prevent people who were following a corpse from having the necessary refreshment, and such a place to go into for the purpose of shelter.

752. Do you think Victoria Park is sufficiently distant from the Metropolis to make it inconvenient for persons to obtain refreshment at their own homes?—It will sometimes happen that 30 or 40 of those funerals will meet at this cemetery. Parties will sometimes have to wait three or four hours; it might be raining; and if I had not allowed this house to be open they might have been on the road, and possibly have caught their death of cold.

753. In reference to those persons who resort to Victoria Park for other purposes than the purpose of attending a funeral, do you consider that they all suffer inconvenience from not being allowed to enter the houses adjoining the park on Sunday afternoon?—I have had no such case before me. But I can easily imagine the case of a man dining with his family at one o'clock; he may have his bacon and potatoes, and then he may go out with his wife and children to take a walk in Victoria Park. I think such a man as that is fully entitled to refreshment as a traveller.

754. He would suffer great inconvenience from not being able to obtain it?—Yes; I think, in all probability, very great inconvenience. On a hot day like this, or on being overtaken by rain, he might suffer the very greatest inconvenience by not being able to procure the accommodation he requires.

755. Mr. *Villiers.*] Is your objection confined to the present Act, and to the restrictions which it lays down, or do your objections also apply to the Acts which were in force before the present one?—I think the hours of closing at present are too limited.

756. What particular restriction of hours do you complain of as being too limited?—I would go the whole length of Mr. Hardwick, and say that the houses should be open from one in the afternoon till twelve at night.

757. You would remove the restriction during the afternoon service?—Yes, I would.

758. Are you of opinion that public-houses should be open all night on Sunday, in the same way as on other nights of the week?—No, I am not.

759. During what hours on Sunday evening would you close them?—There are an immense number of persons who go out of London on Sunday in excursion trains, and in other ways; I have heard that there are whole shoals who

are

are set down at the station of the Eastern Counties in Shoreditch, and great complaints are made by them because they cannot get refreshments; they arrive at 10 or 11 o'clock.

760. They cannot get liquors?—They cannot.

761. What hour do you think would meet that inconvenience; should the hour of closing be 12, or 11, or half-past 10?—I should think in the winter-time half-past 10 or 11 would do; but in these long days I should think 12 o'clock would be a good hour.

762. Are you disposed to think it contributes to the good order of the town to close public-houses at 12 o'clock at night?—That is my opinion.

763. You do not think any inconvenience would follow from suffering them to remain open till 12 at night?—No.

764. *Chairman.*] It is not only liquor that people require at that time of night, is it, but it is supper and food?—People of that class often, I think, take a little food with them.

765. In closing the houses at 11 or 12 o'clock, you must always allow, I presume, for the half hour which it would require for a man to get refreshments; or that if the houses were required to be closed at 10 o'clock, virtually you would be closing them at half-past nine. A man must be in the house at half-past nine, or else he would not get anything if the house were closed at 10?—In the case of these excursion trains, it would be particularly so. I have used the term that "shoals of people" are set down. The Committee are well aware that sometimes 600 or 700 persons are in a train; therefore there must be the utmost difficulty in serving so many people in a short space of time.

766. So that closing at 12 o'clock would be actually closing at half-past 11, as far as the ability of the poor man to get refreshments is concerned?—I should say so.

767. Mr. *K. Seymer.*] Do you know the nature of the refreshments afforded in what are called gin-palaces?—No; I was never in one.

768. You are aware there is not much accommodation for supper, are you not?—I am not aware.

769. It would not take half an hour to drink a glass of beer or of gin?—No; but there is a difficulty of getting it served sometimes.

770. Mr. *Villiers.*] I suppose there are a great many public-houses round the station at Shoreditch?—There are a great many.

771. There are very few houses indeed, I presume, which contain more than 30 or 40 people at a time?—I should think not.

772. And many contain less?—Much less.

773. There is not a very great difficulty in clearing the house, is there?—When there is a rush of thirsty people from a train, I should think there would be frequently great difficulty in serving them. You see on a railway, at Wolverton, for instance, when a train arrives, what a rush of people takes place.

774. Mr. *Massey.*] Do you happen to know at what hour the Sunday excursion-trains generally arrive in London?—No complaint on the subject has been addressed to me as a magistrate, but I hear that the trains arrive generally between 10 and 11. The people probably wish to arrive at 10, but have been too late, and then they are unable to get refreshments. The chief clerk at Worship-street told me he thought the charges of drunkenness had diminished on Monday, but that there was a slight increase on Tuesday; I should say that I think during the severity of last winter almost every species of charge was diminished. There are many causes for that; the prices of provisions have very sensibly operated in that district, which is what is called a low district. There is also the enlisting into both the line and the militia, which has gone on very extensively in that district; I should say that has taken away a great many persons of the drinking class, and I suppose that has operated considerably; therefore it has been a favourable year for the working of the Act.

775. Mr. *Scholefield.*] Are you of opinion that many townspeople have joined the militia and the regular forces?—I have sworn in a vast number.

776. It has been given in evidence that the persons who are enlisted are principally from the country; you are of opinion also that a great many are enlisted from the town?—I can only speak from my duty in swearing them in.

777. Mr. *Villiers.*] Would your clerk have more experience on this matter than yourself?—He would; I am only telling the Committee what he told me.

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778. What information he has given you was to the effect that there are fewer charges of drunkenness on Monday than there were?—Yes, but he thought there had been a gradual increase on Tuesday.

779. Did he assign any cause for that?—I suggested those causes which I have mentioned. I said, "Do you think it has arisen from the operation of the Act alone, or do you attribute it to the causes I have mentioned, the dearness of provisions, the severity of the winter, and the enlistment, both in the Line and in the Militia?" He quite agreed with me that that ought to be taken into consideration.

780. It is not that they drink more on Monday because they have drunk less on Sunday, that you have more charges on Tuesday?—I cannot assign a reason for it.

Mr. *William Taylor*, called in; and Examined.

Mr. *W. Taylor.*

781. *Chairman.*] YOU are Clerk to the Westminster Police Court, are you not?—I am.

782. Have there been any cases in your court under the late Beer Act?—There have not, in which the question of "*bonâ fide* traveller" has been decided.

783. Are you aware that since the closing of the public-houses on Sunday, under the late Act, drunkenness has arisen, or that drinking has gone on at certain places not licensed?—I have examined one or two months of this year with the corresponding months of last year, and I have found very little difference indeed. The drunken cases have rather diminished; but also, I should say, offences generally have diminished during the last year. We find they always do during a season of distress among the lower orders.

784. High prices lead to a less expenditure of money in luxuries?—Yes, and particularly in a district like Westminster.

785. Mr. Arnold made a statement that you had acquainted him with the circumstance that drinking was taking place at coffee-shops and unlicensed places?—At private houses, some of the low houses in the courts about Westminster.

786. Where the police could not well interfere with them?—They used to interfere with them last year, but the thing has gone on unchecked this year. The police have not visited those houses during the present year. The offences used to be detected by the police going in plain clothes into those houses, and buying there gin or beer, or whatever they asked for, and so proving the cases before the magistrate.

787. You mean that liquors were sold at those private houses?—Yes.

788. What is the reason that that practice has ceased, as regards the police?—I believe the police have not been employed in plain clothes, except under very extraordinary circumstances, since the exposé about the constable King.

789. That was the reason the practice was discontinued?—I believe it was.

790. You have reason to believe that drinking does take place at such places now?—I have no doubt about it.

791. Have you any reason to suppose that the operation of the Sunday Beer Act has had anything to do with this increase of drinking at unlicensed places?—I cannot say that it has. Those liquors were retailed at such houses before the last Act was passed, because we had frequent cases, till the police discontinued their visits to such places; last year, and the year before, particularly.

792. Now you think the cases have become so prevalent, that you called Mr. Arnold's attention to them?—I mentioned to him that I thought it might be an element in his consideration how far drunkenness had decreased in consequence of the Act of last Session.

793. You said to him that you thought the Act of last Session had caused an increase of drunkenness?—I thought what I mentioned to him would be a proper element for him to consider.

794. You knew the fact, and merely called his attention to it?—Yes.

795. Do you know anything as to the inconvenience felt by the working classes in consequence of the closing of the public-houses?—I have no personal knowledge of it.

796. Mr. *Cobbett.*] From whom do you obtain your information in regard to those houses; is it from the police?—Principally; but I hear of it; it is notoriously talked about as existing in the district.

797. Do

797. Do you live in Westminster yourself?—I do not; I speak with many persons who are resident in the district.

798. Are they tradespeople, or what description of persons?—Some of them are officers of my own court, ushers and messengers; some of them are residents; and I may have spoken of it with attorneys attending at the Court.

799. Do you speak of it as prevailing to any considerable extent?—I judge it must prevail to a considerable extent, because when we had those cases brought before us by the police a great number came before us; sometimes eight or ten in a week; therefore if those houses remain unchecked now there must be a good deal of drinking on Sunday, in my opinion.

800. You infer that the number of such houses must have been increased, do you?—They would either increase or decrease, according to the demand there was for liquor.

801. What were the houses principally; were they coffee-shops?—No; very low houses; principally belonging to the Irish, in the low courts in the crowded parts of Westminster.

802. Did you hear any cases of persons giving up rooms in their lodgings for the purpose of receiving company and selling liquors to them?—I think the usual case was, that a person, having a room or two rooms, would, on Saturday night, obtain liquors from a public-house, and on Sunday morning retail them in the room or rooms to such persons as might know of the practice and call for drink.

803. You have no idea, probably, of the number of persons who would go into these rooms on Saturday, have you?—We have had it in evidence that in some cases there have been as many as eight or ten present at a time drinking.

804. Mr. *K. Seymer.*] On Sunday, do you mean?—Yes; the practice was confined to Sunday, the period when public-houses and beerhouses were prevented from being open.

805. Mr. *Villiers.*] When did the police case occur which you have referred to; the case of King?—I should think it must have been five or six months ago.

806. It was after that time that there was an order issued that the police should not visit such places in plain clothes?—I have not heard that an order was issued. I only know that they do not visit them now, and I have understood that that is the reason.

807. Since that time there have been fewer of those cases of persons selling spirits at places not licensed?—We have not had any since that time.

808. And you naturally connect that with the circumstance that there is no means of evidence being brought against the people?—We do.

809. Sir *J. Pakington.*] If the practice prevailed extensively of resorting to those low houses you have mentioned, would not it be probable that many charges of drunkenness would be brought before the magistrates in consequence?—Yes; but in general it is impossible to tell from the charges of drunkenness where the people get drunk.

810. The fact of their going to those houses instead of the regular public-houses, would have no tendency to diminish the number of charges brought before you, would it?—It would rather have a tendency to increase the number. That was why I mentioned it to Mr. Arnold.

811. You said you had made a comparison between two months of the present year and two months before the passing of the late Act; in making that comparison, did you refer especially to the charges of drunkenness, or offences connected with drunkenness, preferred on Mondays during the two months?—It was with reference to the Monday charges.

812. You did not find that there was much difference, you say?—Nothing that appeared to me to be striking.

813. Mr. *Brand.*] What two months did you take?—I cannot recollect.

814. Sir *J. Pakington.*] Were they the same months in each year?—Yes; I gave the memorandum to Mr. Arnold.

815. Mr. *Cobbett.*] You did not go on to compare the cases on Tuesday?—I did not.

816. Mr. *Scholefield.*] Are the Committee to understand you to say that the police were in the habit of going into unlicensed houses; and by unlicensed houses, do you mean private houses belonging to the lower classes?—Yes.

817. Under what authority did the police enter those houses?—They went as customers, for the purpose of detection.

Mr. *W. Taylor.*

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818. Mr. *K. Seymer.*] Are any charges ever brought before you from the Excise, in reference to those unlicensed houses?—I do not remember the case of the Excise presenting any information against that class of houses.

819. Sir *W. Jolliffe.*] Do you know that they have taken any additional steps, since the police have ceased to visit those houses as detectives, to punish those fraudulent dealers?—I do not know what they may have done; they have not laid any information at the court.

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*Jovis, 12° die Julii, 1855.*

MEMBERS PRESENT.

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| Mr. Henry Berkeley. | Lord Harry Vane. |
| Sir William Jolliffe. | Mr. Gregson. |
| Mr. Brand. | Sir Patrick O'Brien. |
| Major Baring. | Mr. Villiers. |
| Mr. Cobbett. | Mr. Massey. |
| Sir John Pakington. | Sir William Clay. |
| Mr. Scholefield. | |

THE HON. F. HENRY F. BERKELEY, IN THE CHAIR.

*James Traill,* Esq., called in; and Examined.

*J. Traill,* Esq.

12 July 1855.

820. *Chairman.*] WILL you have the goodness to state what court you preside over?—The Greenwich and Woolwich courts; they are united together; we sit at Greenwich in the morning, and Woolwich in the afternoon.

821. Have you had many cases before you under the Beer Act of last Session?—I do not think I have had more than one, and that was brought forward for the purpose of getting my decision; at least the man professed so, and I believe it was really his object. That was the case of a public-house or inn on Blackheath, the Princess of Wales, a very respectable house, kept by a very respectable publican. He had a large body of persons in his house during the prohibited hours, and was summoned by the police. He at once stated that his object was to obtain a decision which would guide him for the future. He had, I think, 170 persons in his house, and we had a good deal of talk about the construction to be put upon those words, "*bonâ fide* traveller," and at last he asked me to give a decision for his future guidance, mentioning that some of the police magistrates had held such and such opinions, and he wished to know whether my opinion coincided with theirs. I told him, with so many persons as 170 it was hardly possible that he had not committed a breach of the Act of Parliament, because it was very improbable that all the 170 could be, in any way, considered as "*bonâ fide* travellers;" that if he wished to raise the question I should recommend him to select a case for the purpose; that is to say, to have such persons in his house as were really travellers in some sense of the word, or whom he believed to be so; in that case I would make a conviction, under which conviction I would impose such a penalty as to enable him to appeal. He did not seem inclined to take that course, but he still wished to have my opinion, in order to be a guide as to his future conduct. I told him that there was no such thing as a definition of the word "traveller," which would enable him to act perfectly correctly, and in conformity with the Act of Parliament; but if he were anxious to observe the law he would be able to find some rule for himself by looking at the question in rather a different view, not for the purpose of selling his beer, but for the purpose of seeing whether he was or was not entitled to admit such persons into his house. In that view of the case, perhaps the best thing for him to do would be to consider how he would act supposing those persons, instead of coming to his house for his benefit, came in for his inconvenience and burden, in the same way as a publican is obliged to receive soldiers billeted upon him. Supposing the law were, that a traveller had a right to come into a public-house, and receive entertainment at such a price as would not remunerate the innkeeper, I asked him to to consider whether all the 170 persons who were there would have been in his house under such circumstances; which seemed to have beenan *argumentum ad hominem*

*hominem* which he could not get over. The law unquestionably is in such an unsatisfactory state that I defy any magistrate conscientiously executing his duty to put a fair and rational construction upon it. The word "traveller" is capable of a very extended or a very strict sense according to your view of the object of the Act of Parliament. If you view it as a means of shutting up public-houses, unquestionably you might restrict the publican in such a manner that he could hardly have a visitor in his house at all; if you think it means not to shut up the public-house entirely, but to limit the use of it in such a manner that it would not be an abuse, and that there would be no great impropriety of behaviour, then I think a liberal construction should be put upon the Act, and I should be inclined to put a liberal construction upon it if it were not for the last alteration in the Act, which introduced the words "*bonâ fide*," from which I infer the Legislature intended to restrict the more usual interpretation of the word "traveller"; but it does not enable us to say what that strict interpretation is. In the fair construction of the word "traveller," I should say that a man who is at such a distance from his home upon any lawful avocation, whether of business or of rational recreation, that he ought to have the shelter of his house and the accommodation of his house for his food or for drink, if he happens to require drink, is a man who comes within the Act of Parliament. But I am aware that that runs into a very nice distinction as to what distance the absence must be, and what length the absence must be, and with a man who is disposed to break the law, and who argues the matter in the way in which he is entitled to do, and says that he is bound to receive travellers, he would still have it in his power to break it to a very large extent; and the magistrate would not be justified in convicting him. There is one thing which strikes me on this subject, which is, that the exception both in the old Public-house Act, the 9th of George the 4th, and in the subsequent re-enactment of it, is introduced in the enacting clause or in the clause creating the penalty. Now that imposes, according to the strict rules of law, the necessity upon the prosecutor to prove that the case does not come within the exception; that is to say, a police officer going into a public-house which is full of people, if he were to take out a summons against the publican, strictly speaking ought to be bound to prove that in some of those cases the people were not travellers; I think if the Act of Parliament is intended to retain this exception, it would be better to introduce the exception as a separate proviso, so as to throw the onus upon the publican of proving that the person for whom he claims exemption is the person he describes him to be.

822. Mr. *Villiers.*] Why do you think so?—Because, otherwise, the police, who are generally the informers upon these occasions, would be under the necessity, strictly speaking, of bringing the evidence that this man was not a traveller.

823. What is the objection to that?—The objection would be this: where is the policeman to get that evidence? The person is not bound to give him his name and address. He says, "I am a traveller. I am the person who was entertained." The policeman says, "What is your name?" He replies, "I am not bound to give you my name; I am a traveller." In the other way in which I put the matter, the publican who claims the exemption would be bound to make out his own case, and to prove that the party whom he supplied was a traveller.

824. Mr. *Cobbett.*] What opportunity has the publican of ascertaining that a guest is a traveller more than a police informer that he is not?—The opportunity of the publican would not be always perfect; but the law has given him a privilege which he ought to establish. It is always more difficult to prove a negative than an affirmative, particularly where the witness is one whom you can command, but whom the opposite party cannot command. A policeman probably would not get any one of those persons to come forward as a witness.

825. According to the ruling of the judges, has a publican any right to ask a traveller whether he is a traveller or not?—That applies to inns, and not to beershops. I beg to observe that I am not advocating the exception. I think it is a great error in legislation that you should have an Act of Parliament which first of all, by the force of circumstances, becomes class legislation. It is not that the Act intends to make a distinction between the various classes of society, but circumstances drive it into that distinction, and it will always be looked on as an invidious and partial distinction.

826. Sir *J. Pakington.*] Will you state a little more clearly what distinction you refer to in those expressions which you have just used?—I refer to the

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distinction that the accommodation which the poor man gets, and which he can only get in one place, the rich man can get in various places. He can get it at his club and at his private house, where he has a good cellar and a good larder. It is no fault that the distinction should exist; but there is a fault in an Act of Parliament which gives such point and effect to those distinctions.

827. *Chairman.*] You are of opinion that the Act of Parliament is very difficult to be dealt with by the magistrates?—I think it is very difficult, and it involves very serious evils. I am quite sure, if the Committee were to attend at the hearing of a few of those cases, in which publicans, respectable persons, are summoned, and hear the sort of defence which is made, and sometimes, I am sorry to say, the sort of defence which is supported by testimony, they would see, that if it is an Act of Parliament which produces some good, it also produces a great deal of evil; the truth is so much strained. Persons who think this is an inconvenient and unnecessary restraint upon their personal accommodation strain the truth very much indeed, in order to carry the publican through.

828. You have stated that you consider it must be deemed by the working classes, or the poorer class of society, an invidious Act, seeing that they are now deprived of that refreshment which persons in the upper classes are able to command?—I am quite sure it is so felt; whether it is a reasonable thing that it should be so felt I do not say, or whether it is a matter which can be taken into account in legislation.

829. Do not you think that, for the harmony of society and of the community generally, it is infinitely better to avoid having on the Statute Book an Act of Parliament which draws such distinctions?—If I may venture an opinion, I should decidedly say, in all legislation of that kind, with respect to these various *mala prohibita*, you ought to be very careful how you bring them into operation upon selected or particular classes of society. It strikes me that this closing of public-houses from half-past two to six, if it is intended for the purpose of religious observance, does not answer that purpose at all. I was at one time the magistrate in a very extensive district, Union Hall; we had a population of 350,000 persons in that district. The provision in the present Act, which shuts the houses up uniformly at half-past two till six, is intended, I presume, to be in conformity with the restriction in the original Act, the 9th of Geo. 4, shutting up public-houses during Divine service. That was the limitation in the licence under that Act. But I should say more than one-half the number of churches in London are shut at that time, and are open at six or seven o'clock in the evening. It was so felt in the Union Hall district, that the publicans themselves applied to the magistrates that we should make a law, or establish a rule, that their houses should all shut in the afternoon from three to five or six, and should be open in the evening; some of my predecessors, who were very much disposed to carry the public with them on all occasions, had made such rule; but when I came there, and found that some man objected to my decision, I was obliged to go back to the old rule again, which closed them during the hours of service, which compelled them to be shut sometimes in the afternoon, sometimes in the evening, and then we had this extraordinary circumstance, that the houses on one side of the street were all shut, and upon the other side were all open, according as the time of service in the church was the afternoon or evening. This Act of Parliament has done the same thing, because it requires public-houses to be shut from half-past two to six, and that does embrace the hours of Divine service in some part of the district, while in other parts of the district it does not.

830. Sir *W. Jolliffe.*] It was pretty generally the case in the metropolitan district, was not it, that the Act of 9 Geo. 4 was carried out in that way?—It was always carried out in that way.

831. It was not in accordance with the words of the Act, but it was attempted so to carry it out, with a view to the convenience of the inhabitants of the metropolis?—Yes, that was the object; it was an object which could not be effected, because a conviction could not be supported on such grounds.

832. *Chairman.*] Do you consider that persons going by excursion trains should be deemed travellers?—Excursion trains come as far as my district, and they go as far as Brighton and other places; there again you have the difficulty, what is an excurtion train?

833. Supposing an excursion train goes to Brighton, and returns at a certain hour of the night, bringing some hundreds of persons, should you consider them to

to be travellers or not?—I should say so, if it were not for the words *boná fide*, which imply that something more than mere pleasure is contemplated, that they were travellers.

834. And that they ought to be accommodated at the various places of refreshment on their return to London?—Clearly they would come under the exception.

835. You are aware that they are not now so accommodated, but that informations lie against innkeepers who receive such persons into their houses when they have come home by excursion trains after 10 o'clock?—Yes.

836. You are aware that there have been many conflicting decisions upon the point, and if the publicans will not receive a man who has travelled to Bristol, or in an excursion train to Brighton, when he returns at 10 o'clock, he is virtually compelled to go to his own house without any refreshment?—I imagine the law still exists, that as a traveller he would be entitled to get accommodation at any hour of the day or night, independent of this Act of Parliament.

837. You are aware that the magistrates have decided in many cases that persons travelling by excursion trains are not travellers?—I am aware of that.

838. That is a decision which you do not agree with?—I am inclined not to do so, though I have great difficulty with those words, *boná fide*. The best way of deciding the question, I think, is this. Suppose the individual traveller were actually called as a witness, which he never is, at least I do not think there has been such a case; and suppose he were to say, "I went down to Brighton by one of the early trains for my amusement, and I intended to return at a certain hour; I did not take any provisions with me, I went merely for the purpose of enjoying a ride and the fresh air." If it were put in that form, and the words *boná fide* had not been introduced, I should have thought a reasonable man would have said that he was one of the persons whom the exception intended to save from the enacting part of the statute, and that he was not intended to be excluded from obtaining the refreshment which he could not receive except in this manner; but when the words *boná fide* are introduced, I reason that the Legislature must have meant something by them; the word "traveller" existed before, and they have added this qualification to it; *boná fide* traveller seems to imply a necessary absence from home.

839. Take the case of a man who shall be a *boná fide* traveller; he shall start in a train from Brighton, and arrive at the London terminus after 10 o'clock, and he shall be received by a licensed victualler and fed; that man starts the next morning by an early train to Dover, and crosses to France, the *onus probandi* being thrown upon the innkeeper, how is he to produce the man and save himself from the penalty?—I do not imagine any magistrate would require more than that he should be satisfied that it was a *boná fide* defence which the innkeeper was making. I do not suppose any magistrate enforces this Act, or any other, in so strict a manner as that.

840. Sir *J. Pakington.*] Upon a statement of such facts, you think no magistrate would convict?—I do not think he would.

841. *Chairman.*] The fact might exist, and a publican not be able either to state it or to prove it; an information against a man for being at a certain time seen in a public-house would suffice for a conviction before a magistrate?—That is my objection to the exception. I think the exception is a vice in the Act of Parliament altogether; and there is another exception introduced into this last Act—that of a lodger.

842. Mr. *Villiers.*] That is new, is it?—It is. And that was the very plausible defence which was always made by the keepers of beershops, that parties were lodgers; and it was so inconvenient, and rendered the working of the Act of Parliament so impracticable, or so difficult to be put in force, that I at one time thought of remonstrating with the Commissioners of Excise for ever allowing a licence to be taken out by a man who had lodgers in his house.

843. Are you speaking of the last Act, or of the Act before the last?—I am speaking of the Act before the last. That was the defence of all beershop-keepers, that the man was lodging in his house. The magistrates went into a great variety of inquiries; whether he had his hat on, and whether he appeared to have lately come in or belonged to the house. This offered such difficulties in the way of a conviction, that I thought of making an application to the Commissioners of Excise that they would see whether this could not be avoided, and that

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a man should not have a license for selling beer to be drunk upon his premises if he had a lodger in his house.

844. In what way was that kind of defence, that the parties who had been served with liquor were lodgers, usually brought forward?—Proof that parties have been actually served with liquor is rarely given. You have it only constructively. You have the fact that there have been certain persons found in the house during the prohibited hours. There is something which appears to lead to the probability that drinking has been going on, and it being in the power of the parties summoned to explain the circumstances by calling a witness, the usual defence was, "This man is my lodger."

845. And that he was not being served with liquor?—That he was not being served with liquor. "All that you construe against me is explained by my telling you he is a lodger." Now you have introduced this exception into the present Act, and rendered it necessary that the prosecutor should prove the negative, or should give presumptive evidence of the negative.

846. *Chairman.*] Do you sit at your court on Monday?—I have been lately sitting on Monday. My colleague has been absent for some time, and I have taken the whole duty. I occasionally at other times sit on Monday, but it is not my usual day, and therefore I should not be justified in giving an answer as to the cases on that day. Ours is only imperfect evidence upon that subject. It depends upon the police whether the charges of drunkenness are few or many. Unless there is some other offence committed beside drunkenness, the police may or may not bring the case before the magistrate. If they can get the party home, they let him go to his house very often. Drunkenness may exist, and yet we may know nothing of it.

847. It would be difficult to arrive at any estimate of the amount of drinking which takes place on Sunday?—I think the magistrates' report would not be conclusive on the matter.

848. Mr. *Villiers.*] That is nothing new in the practice of the police as compared with what it was before the Act was passed, is it?—No; it has been their practice usually not to encumber the station with charges which involve simply the act of intoxication.

849. *Chairman.*] As regards the increase or decrease of drunkenness, taking the year 1855, have you any opportunity of knowing whether there have been more charges of that nature than in the year 1854?—I can only do so by reference to the books, and that, as I said, would be an uncertain guide to the result.

850. You are not aware whether drunkenness has increased since the year 1854, or whether it has decreased?—Upon the whole, my impression is that drunkenness has not increased, but that the balance is rather the other way. Strictly speaking, with us, there it no fine which can be enforced for mere drunkenness. It is inflicted under an old statute, and the mode of recovery is so inapplicable to present cases, that I have abandoned it altogether. My usual course is this; when a man is brought up, charged with drunkenness, I ask, "Was there any violence?" "No"; "Have you known the person before in a state of intoxication?" "No"; then I discharge him, and I make no distinction whether it is a rich or a poor man. But if it were an object to repress drunkenness generally, or particularly on Sunday, I think it might be done by making the law effective, and enacting that a magistrate should be able to recover a penalty for simple drunkenness.

851. Sir *J. Pakington.*] Would you think it desirable to increase the amount of the penalty?—I think it might be so; there are some cases of drunkenness which grossly outrage the feelings of society, and a more severe punishment is necessary.

852. Have you formed any opinion as to whether drunkenness on Sunday in your district has been diminished by the effects of the Act of last Session, which altered the hours for keeping public-houses open?—I am not prepared to answer that question, upon the same ground that I stated before; namely, that I do not know how many cases have existed, and have not been brought before us; many cases I have stated are not brought before us.

853. *Chairman.*] You are unable to state whether drunkenness has increased or decreased, since 1854; but your impression appears to be, that it has rather decreased than otherwise?—It is certainly not upon the increase.

854. Drunkenness has not been upon the increase, has it, for many years?—I should say not.

855. Do you consider that the progress of education has had something to do with that?—I think the weather has a good deal to do with it; if it is a hot day there is a great difference; my court is a thermometer; I could almost tell the temperature by looking at my book and seeing the number of drunken charges and charges of abuse and assaults; sometimes, when you cannot get the parties reconciled, a shower comes on; you adjourn the case, and a cool day occurs, and perhaps the parties do not appear again.

856. Any attempted comparison between the winter drunkenness and summer drunkenness, you think, would not be at all a fair contrast?—Not at all; during the period of the late severe frost our book was reduced to almost a blank; there were no summonses for assault or for abuse, and very few drunken charges.

857. As regards the amount of drunkenness, the present high price of provisions, and the hardships which people have to bear in that way, will operate, will not they, to lessen it?—Not with the drunkard; on the contrary, the more miserable and wretched he is, the more he gives up to his favourite vice.

858. You would punish the drunkard, but you are unable, by the statute as it now stands, to punish him adequately?—You have no means of punishing a confirmed drunkard; the only remedy is to require a man to find bail for his good behaviour.

859. Do not you consider it a very objectionable thing, in order to punish one drunkard, to inflict inconvenience upon 5,000 sober people?—Undoubtedly.

860. As we have statistics to show that one man in 5,000 is a drunkard, is not the legislation which punishes the 5,000 to get at the one, objectionable?—I think that all legislation which prohibits the use of a thing because of the possible abuse of it, is wrong.

861. Do you consider that it would be objectionable to open the public-houses on Sunday from one to three, instead of from one to half-past two?—My objection is to the closing them at all after the hour of one; if the object is a religious one it is not attained at all, and it can be only a religious object, either to give the people an opportunity of going to church, or to prevent the opportunity of drunkenness. It does unquestionably tend to prevent the opportunity of drunkenness; every hour that the public-house is closed tends to do that, but as regards religious observance, it does not operate at all.

862. As you have stated that the drunkard will find the opportunity of drinking, do you think that this Act has a direct tendency to drive drunkenness into holes and corners, instead of its taking place in licensed houses, and under the surveillance of the police?—I have known, as a fact, that the difficulty or impossibility of getting liquors at the regular licensed houses encourages the sale of them in an unlicensed manner at places of public resort. There are a great many tea-houses at Greenwich, and I have had two or three cases before me in which spirits have been sold there, because of the impossibility of getting them at the public-house. I have had two cases, I think, in the last three or four months, and I convicted one of the parties.

863. Should not you imagine that the interests of morality suffer a good deal by drunkenness being thrown into such objectionable places which are frequented by society that to young persons must be extremely objectionable, and where the police have no right to enter; for instance, presuming it to be the fact that liquors are now conveyed to private dwelling-houses, where the parties can admit whom they please, and where the police have no right to interfere, is not it worse for the interests of morality that that state of things should arise, rather than the drunkenness, such as it is, should exist openly and under the eye of the licensed victualler, who has his licence at stake, and under the surveillance of the police?—I suppose the question imports that the place is a place of bad character; that is, of course, adding another criminal matter to the original one. As far as the drinking or intoxication goes, it is aggravated by the circumstance of its going on in a place where other immorality is likely to exist.

864. Should you object to permit the time for opening public-houses, on Sunday, to be extended, for instance, from 1 till 3, and from 5 to 12 at night?—My impression is, that the restriction is not productive of good. The mere extension of the hours within which houses might be open would still leave one great inconvenience. It would still leave certain excepted hours, and where

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that is the case, there is a constant struggle on the part of the persons interested to evade the prohibition. Most of the existing evils would, in fact, still remain, only in a limited degree.

865. Will you state what alteration you would propose to make in the law as it now stands?—One of the principal suggestions I would make is an alteration of the law, with regard to the punishment of simple drunkenness. Some of those cases of drunkenness are very bad. By the Police Act, we can enforce a punishment for drunkenness when accompanied with riotous conduct, but unless there is riotous conduct, we cannot; and in the worst cases of drunkenness, frequently there is no riotous conduct, where the offender is wheeled away perhaps in a wheelbarrow or a truck to the station-house. I should say on Sundays particularly, simple drunkenness should be subject to a penalty not exceeding 20 *s.* or 40 *s.*, which would be effectual in enabling the magistrate to deal with the offence simply as drunkenness. Another provision would be, to enable the publican who desires to observe the law, to do so. It really is not a mere plausible excuse for the publicans, that they often cannot get their houses clear of their customers. I know many instances in which they have been most anxious to observe the law, and people will go to any excess of violence rather than be excluded. The police have power to interfere, but they do not like to do so. I think the publican ought to be supported, by there being some means of punishing a person who contumaciously refuses to leave the house when the time has expired for keeping it open. At present, there must be something in the nature of an assault, before the magistrate's duties would arise at all.

866. Mr. *Villiers.*] There is nothing new in that, is there; you are stating your views now generally with respect to the existing restrictions on public-houses, the same remark would apply to Saturday night, would not it?—To all days; I would make that provision applicable to other days, as well as to Sunday.

867. The Committee are inquiring into the inconvenience caused by the recent Act, as far as it has come before you as a magistrate. I have understood you to say that you are wholly incapable of telling the Committee what inconvenience has arisen owing to your not sitting on Monday, generally, and therefore you do not know what cases have arisen?—I do not know the number of cases, and I should never know of particular cases of inconvenience to the public. I do not experience the inconvenience of the public. I may know whether the charges are more or less numerous.

868. You were asked whether cases had not come before you of persons violating the law by serving customers after 12 o'clock. The Committee wish to know whether any great number of such cases have come before you, in order to indicate to them what is the amount of inconvenience experienced by the public?—Very few such cases have come before me.

869. I understand you that there are very few cases, and even those you have not yourself heard?—I have only heard one or two; there are very few such cases come before us. Still any magistrate's answer to the question must be an imperfect answer, because we do not know what may be the number of charges of drunkenness, or the number of offences committed against the Act of Parliament. We only know them from the informations which come before us by means of the police. When we receive any information which we think ought to be acted on, we communicate it to the police, and desire them to take the case up.

870. You have only been expressing an opinion generally, just as any other person who mixes with the world might do?—As regards the inconvenience to the public I can form no opinion, but as regards the business actually brought to the court on Monday I can form some opinion, though it is not my day of sitting. And I should say, the state of the matter is pretty much what it was before; we have not more charges; and I do not know that we have less.

871. Regarding the policy of the law, so far as it is intended to check drunkenness, your opinion is that none of the restrictions upon public-houses have prevented drunkenness; but you think you ought to have a law to enforce the penalties, and to enable a magistrate to recover those penalties from persons who are so unfortunate as to be incapable by drunkenness of taking care of themselves?—I think that is most important. Of course there must be a discretion; a man may get drunk without any drunken propensity at all; a man who comes on a hot day from a long walk, and drinks a glass or two of beer quickly, may be actually

actually intoxicated for a short time, and may get into the station-house; I do not call that a drunken charge.

872. He might be brought before you, and you would propose to inflict a penalty upon him?—I should have some discretion in doing so, of course.

873. I presume that class of cases would, generally speaking, be those of the poorest people?—It would take place among persons who take violent exercise, and are in the habit of drinking a glass or two of beer quickly.

874. Does it often happen to you that men in a decent station of life are brought before you for being drunk and incapable?—Yes, very often. One consequence of the law not enabling me to recover the penalty is this; when a case is brought up, I say to the constable, "Was there any violence in this case?" He says, "No." "Do you know this person before; has he ever been in charge for drunkenness." If he says, "No," I discharge the case, whether he be a rich man or a poor man. I should not fine a rich man any more than a beggar, because I think the law is equal. I could recover the money from the rich man by keeping him a little while in the place; but as I cannot do so from the beggar, I think the law should be equal and apply to all alike.

875. How would you propose to recover the money from the beggars, in the case you suggest?—Like any other penalty; I must commit him to prison if he did not pay.

876. That man might have a wife and family dependent upon his labour. The supposition is, that he would get drunk on the Saturday or the Sunday?—Yes.

877. The following week that man would be in prison?—Yes.

878. Is that the new law you would recommend?—Yes.

879. Do you think that would be a great improvement upon the present state of things?—If you are to make drunkenness an offence, I think it would be an improvement; because there then would be a punishment applicable to it.

880. Have you no other means of preventing drunkenness than that, imprisoning the poor man who happens to get drunk?—I have no means of preventing any offence except by penalties, and by the exercise of my moral influence, whatever that may be.

881. You stated that every hour you close the public-house you diminish drunkenness, or the temptation to it?—You diminish the chance of persons getting drunk to that extent.

882. Is that remark founded upon any experience; do you find that during the hours the houses are closed less drunkenness actually takes place?—I do not know that the partial closing of public-houses would make any difference; the entire closing of public-houses must, of course, prevent a good deal of liquor being drunk, and therefore a good deal of drunkenness. If you have no houses where people can drink, there will be so much less drunk; and if there be less drunk, there will be less drunkenness.

883. Will you give the Committee your opinion upon the Act which closed public-houses at 12 o'clock on Saturday night, and kept them closed till Sunday afternoon; do you think it has been conducive to good order?—I think so. I think the restriction in the old Act of Parliament was a reasonable restriction, namely, till one o'clock in the day; and perhaps it might have been extended to a later hour, except from the inconsistency which it produced. The hours of morning service are all alike, but the subsequent services are some of them in the afternoon and some of them in the evening. Therefore it became very irregular in its operation as respects the after portion of the day.

884. Is it your opinion that, from the public-houses being closed from twelve o'clock on Saturday, till Sunday morning, the good order of the town has been promoted by the preventing of drunkenness and disturbance?—Yes; I think it has had a very beneficial operation.

885. How has that been produced; has it been by diminishing drunkenness?—By diminishing the opportunity of getting liquors.

886. So far you think a restriction upon the hours for selling liquors in public-houses is useful?—Yes.

887. When does it become injurious?—I have not said it is injurious.

888. You would remove the restriction after one o'clock on Sunday, and suffer the houses to be open after that time till Monday morning, would not you?—I think the Act of Parliament is in error in opening and shutting public-houses at various times during the day. If you have an enactment by which the opening

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of public-houses shall be prohibited between certain hours, and that applies universally, I would make no exception of travellers at all. Whether the restriction referred to a part of Sunday, or the whole of Sunday, we should have a clear rule to go by; but if you shut up the houses till one, then open them from one to half-past two, then shut them from half-past two to six, and then open them from six to ten, you have constant periods of shutting and opening, which are temptations to a breach of the law; and when the law is broken you find it very difficult to prove the cases so as to enforce a penalty; coupling that with the inconvenience which arises from the exception, I think the law is so very confused and difficult to interpret, that it is of no use, practically speaking.

889. During what hours do you think public-houses might be closed, and during what hours might they be open, with advantage?—From 12 on Saturday night till one o'clock on Sunday is a very reasonable restriction; beyond that I do not see the advantage of any restriction, except requiring them to be closed at a reasonable hour on Sunday evening, perhaps 10 or 11 o'clock.

890. Are you to be understood that what you recommend is, that the houses should be open at one on Sunday and be closed at 11?—They should be closed till one o'clock in the afternoon, certainly.

891. You think they should be open at one at closed at eleven?—Yes.

892. You are aware that public-houses could be open the whole of Sunday night before August 1854?—Yes; that was very objectionable.

893. You have mentioned 11 o'clock on Sunday night, and you would recommend that public-houses should be open from one o'clock on Sunday afternoon till eleven o'clock on Sunday night?—I think that would be a better rule than the present.

894. I presume you would also impose the restriction of closing them at eleven o'clock on Sunday night till Monday morning?—Yes.

895. Your objection is not to the restriction altogether, but to the particular hours during which those houses are closed by the recent Act?—That is my principal objection; I object to your having a succession of openings and closings.

896. That is the objection you entertain to the Act?—Yes, and I object also to your having the exception so framed as to render it impossible for us to make a satisfactory conviction. If you do away with those two objections, namely, the exception as to travellers and lodgers, and requiring the houses to be opend and closed at successive hours as at present, you would gain as much in the way of sobriety and the observance of the Sabbath as you are likely to do by the present arrangement.

897. You are not against all restriction upon the hours of closing public-houses on the Sunday?—I am not by any means; I have been speaking of the difficulty of enforcing such a law; if the public would assent to having the public-houses closed all day long during the whole 24 hours I should not be against it, but I am afraid you would not be able to get such an Act passed or carried out.

898. Major *Baring*.] I understand you to say, that you see no reason why public-houses should be closed at all after one o'clock on Sunday?—I think 11 o'clock is a proper limitation. In my opinion, to a certain extent I think it reasonable, for this reason; Sunday has been supposed to be a day even at that period of it not perfectly like any other of the seven days. I think the public ought not to consider it as any restriction upon their freedom that they are not at liberty to frequent public-houses after 11 o'clock on Sunday night; I think a rule which might be applied to Sunday might be very reasonable, although it did not apply to every day in the week.

899. Sir *W. Jolliffe*.] You have expressed an opinion that closing public-houses at 12 o'clock on Saturday night, and requiring them to remain closed till one o'clock on Sunday, has acted beneficially with regard to the observance of the Sabbath and attendance on Divine worship, and that it has not imposed any great inconvenience upon the population, or upon those who are likely to frequent houses for the sale of spirits and liquors?—That is my opinion, decidedly. I think anybody who knew London before the alteration in the law took place, shutting public-houses during the hours of Divine service under the tenor of the licence, and who was accustomed to pass any of the low public-houses, and to see the number of half-drunken persons who turned out just as people were going to church, must have felt that that was an improper state of things.

900. It

900. It is further your opinion that the closing of public-houses from half-past two o'clock to six has not produced that which it was intended to produce, namely, a better observance of Divine worship, while it has at the same time considerably inconvenienced the persons who are likely to employ Sunday afternoon, which may be their only opportunity perhaps of doing so, in obtaining refreshment and rational recreation in the suburban districts of the metropolis?—That is my opinion.

901. Major *Baring*.] Altogether, you think the present state of the law is very vexatious?—The vexation would be to the person who wants to drink, which is not my case. I think it is extremely difficult to do any good with the law, from the causes I have assigned, namely, the exception which has been introduced into the Act of Parliament, and from the constant tendency there is to break a law which presents a constant temptation of being broken. It is like making a gap in your sea wall; if you make a very small gap, it tempts the incursion of a great force.

902. Sir *W. Jolliffe*.] You have already stated that your opinion is, that the law, with respect to the imposition of a penalty upon drunkenness, should be rendered more in accordance with the present usages of the people, and that the magistrate should have a more easy way of inflicting a penalty than the crime has heretofore been subject to by the law of the land?—Yes; at present we have no effectual means of enforcing the penalty upon a person who is not possessed of 5 *s*.

903. You think the law should be put in such a state that you should have the means of imposing and of enforcing a sufficient penalty?—Yes.

904. You approve of a penalty upon drunkenness, and you think that that penalty should be enforced, either by the levy of a fine or by imprisonment, at the discretion of the magistrate?—Precisely so. At present the mode of proceeding which we adopt is this: when we punish for simple drunkenness, the person is fined 5 *s*.; he remains till the end of the day, with the intention of his paying the fine. At the end of the day he is called and asked, "Are you prepared to pay the 5 *s*.?" "No." "Will you promise to pay it at the end of the week?" He promises, and then he is discharged, and we probably see no more of him.

905. Are you of opinion that if a law which compulsorily enforced the fine were in existence, it would be beneficial to the morals of the people, and would be a desirable law to be enacted?—I think so.

906. Mr. *Brand*.] I understand you to recommend that public-houses should be closed from 12 o'clock on Saturday night till one o'clock in the afternoon of Sunday, and that they should again be closed after 11 o'clock on Sunday night till Monday morning; at what hour on Monday morning would you recommend that they should be opened?—That is a matter of indifference. If a man has broken off his connexion with the public-house at 11 o'clock at night, he is not likely to renew it again till six or seven o'clock in the morning.

907. Do you propose to make any exception in favour of lodgers or travellers?—I think the exception might with advantage be done away with altogether.

908. How would you deal with lodgers or travellers coming to a public-house at 11 o'clock at night?—You would have very few such travellers. Very few attempts at breaking the law under the mask of the persons being travellers and lodgers, would still exist, and you could not prevent them.

909. You speak only generally of the district over which you act, do you. You know nothing of what takes place in the country?—I do not.

910. You do not know to what extent persons want to use the beershop or public-house early on Sunday morning?—No.

911. Sir *J. Pakington*.] The Committee understand you to say, that the closing of the public-house so early as 10 on Sunday evening is inconvenient to the working classes?—It is inconvenient to persons who are returning home by an excursion train, for instance.

912. In your opinion, would it be possible, supposing any alteration of the law took place, to draw a distinction with regard to the hours of closing on Sunday evening between winter and summer?—I have not thought of that. I do not think those fine distinctions are desirable. There is no veneration for an Act of Parliament in itself, and the less you tamper with it and make persons observe it in one form on one day, and in another form on another day, the

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better. I would not vary the circumstances under which the law must be observed, so as to tempt persons to a breach of the law.

913. I understand you to say that the reason for your objecting to the closing of public-houses at 10, is the inconvenience it produces to excursionists?—I instance that as one case of inconvenience.

914. That case does not occur in the winter months?—No, perhaps not; but as a general rule, I think shutting up at 11 o'clock would not be objectionable either in winter or in summer.

915. *Chairman.*] In speaking of any particular hour for closing, for instance, 10 o'clock, that actually must be to the poor man half-past nine; the house is closed at 10, and it would be of no use for him to go there, allowing the necessary time for clearing the house precisely at that hour?—Undoubtedly it implies his going there before the hour when the house is to be closed.

916. Do not you think that ought to be taken into consideration when you speak of closing at 11 or 12; closing at 12 would be actually closing at half-past 11 to the poor man?—I think when you get to 11, you get to the limit of actual want, with respect to beer.

917. Mr. *Cobbett.*] Supposing a great number of excursionists to arrive at one of the stations, the houses in the neighbourhood would of course be very much crowded; supposing the people to go into a house at 10 minutes before 10, what chance would there be, in a very crowded house, of their getting served?—Very little indeed, and it would not be simply the thing in itself; there would be a great concourse of persons, and if they could be distributed over a larger space of time, and their wants satisfied with less confusion, it would be better.

918. You spoke of an appeal in the early part of your evidence; is there any appeal given against this Act at all?—There is a clause in the Police Act which exempts our decisions from appeal, where the penalty does not exceed 3 *l.*; it has been thought very questionable whether that does not give an appeal against us, in every case where the penalty does exceed 3 *l.*

919. That applies only to the metropolitan district?—It does.

920. Otherwise, against this Act there is no appeal?—There is no appeal clause in this Act, but the appeal clauses in the former Acts are still in force and would apply to a conviction for an offence against the provisions of those Acts. The construction which has been put upon that provision in the Metropolitan Police Act is, that the magistrate having the power of deciding finally where the penalty is under 3 *l.*, the intention was, that wherever it exceeded 3 *l.* there should be an appeal from his decision; I do not think that reasoning conclusive, but that construction has been put upon it.

921. Practically has there been any appeal from the decisions as to the meaning of the word "traveller," or as to the onus of proof?—I am not aware. It would be very desirable to get the law settled with respect to these cases.

922. As the justices are divided in opinion, both as to the meaning of the words "*bonâ fide* traveller" and the onus of proof, do not you think it very desirable that there should be an appeal clause in the Act of Parliament?—I think it very desirable that we should get out of the difficulty arising from the contrariety of opinions.

923. With respect to striking out the exception in this statute, do not you think striking out the exception with regard to travellers and lodgers would lead to great inconvenience in many districts near to London. There are, for example, drovers and other persons who come to London in the middle of Saturday night, are there not?—Yes.

924. Would not it be a very hard thing towards them that they should have no means of getting any refreshment at all during their journey?—My opinion is, that the provision with respect to travellers contained in the form of the licence of the 9th of Geo. 4, does not abrogate the ordinary legal liability of an innkeeper to take in a traveller. He is still subject to the common law liability, which requires him to receive a traveller at any hour of the day or night. The decision by Mr. Justice Coleridge, which has been referred to on this subject, was a decision with respect to a traveller on Sunday.

925. You think, after striking out this exception, a licensed victualler would be justified in opening his house to a traveller between 12 o'clock on Saturday night and one o'clock on Sunday morning?—Yes; but not to keep his house open to the public for the sale of his liquors.

*Thomas Paynter*, Esq., called in; and Examined.

926. *Chairman.*] YOU are a Magistrate of the Wandsworth Police Court?—Wandsworth and Hammersmith; they are two distinct districts. *T. Paynter*, Esq. 12 July 1855.

927. Do you sit on Monday?—I did for some years, but of late years I have not generally sat on Monday.

928. You have not done so since the last statute on the subject of the sale of beer?—I have done so for several weeks since the statute, but generally speaking, I do not.

929. Have you had many cases under that statute before you?—A very considerable number.

930. Will you have the goodness to give the Committee your opinion on the reading of the words "*boná fide* traveller," and what your decisions have been respecting them?—I had occasion to consider the word "traveller," under the old Act, very shortly after I became a magistrate. I had, I believe, more of such cases than any other magistrate. Though the expression, "*boná fide*," has been added as a qualification of the word in the last statute, still the word "traveller," being in the old statute, it was necessary that I should consider how far that was to be admitted as an excuse which was so frequently made. It appeared to me that a person was not to be considered a traveller unless he were moving from place to place in the performance of some duty or service; that is, not spontaneously, but under some obligation to do so; or where he is at such a distance from his home that he could not conveniently resort to his own house for the refreshment he required. Otherwise the exception would be larger than the rule. If everybody who moves about from place to place is to be regarded as a traveller, the rule as to closing the houses must come to nothing, because the houses would be always open. There has been a decision recently made at the Guildford Quarter Sessions upon an appeal from one of my convictions, which decision appears to me virtually to repeal the Act altogether.

931. The decision quashed your conviction, did it?—Yes.

932. What was the nature of the decision?—Houses in suburban districts are of course very much affected by any change of the law which interferes with Sunday trading, and therefore there are more complaints in cases of this sort in the suburban districts than there are in the midst of London; many of the houses have been very seriously affected, and several of them have been shut up; at length it seems to have been determined to try the question fairly and fully. The man who kept the White Hart at Putney opened his house during the hours of Divine service, immediately opposite to the church; he put a placard on his door, "Refreshments furnished for travellers;" and a book was placed on a counter or the bar, in which every person entering was requested to enter his name and address. A great many persons went into the house, and the police went in and saw that the business of the house was going on as usual. The book contained a very great number of absurd addresses, as was natural. The people in the house were people coming from places at a short distance, within five or six miles, I think, all of them; one person who was seen to go in was notoriously a Putney man. I thought that if the house were allowed to be open under those circumstances, and that was to be a sufficient justification, it was useless to attempt to enforce the Act at all, because what this man could do every other publican could do. I therefore convicted him, and as he had been convicted on a former occasion, I inflicted the full penalty of 5*l.*, and he appealed. The case was taken up by some society, I believe, and very fully argued, and my conviction was quashed. That happened about a week ago.

933. By the Guildford bench of magistrates?—Yes; they stated that they thought the Act of Parliament had created the difficulty, and it was for the Legislature to remove it.

934. Do you consider that that discrepancy of opinion must place publicans in a very awkward position?—It must, and not only the discrepancy of opinion with regard to the meaning of the word, but also the difficulty of proof. I apprehend that under a recent Act, called Jervis's Act, the summons need not state the exception; at all events the party complaining is not compelled to prove it. There are cases now which have never been questioned, in which the Court of Queen's Bench has held that a man is not bound to prove a negative; more particularly that is so in the case of the Queen *v.* Stone, reported in Maule and

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Selwyn. There had been a different doctrine held in former times in the Court of Queen's Bench, but that case has quite decided that a man is not bound to prove a negative. That was a case respecting a qualification under the Game Act; I apprehend that the complainant in these cases is not bound to prove that the guests are not travellers, but it would rest with the defendant, the publican, to prove that they are. Then there arises this difficulty, how is the publican to ascertain that the men are not travellers? The police have no right to put the question to any man. The publican has a right to ask it, or to ask for the man's address, because he is supposed to be liable to a penalty if the man is not a traveller, but he must be satisfied with the answer; he has no means of compelling proof.

935. You probably think it perfectly absurd that the public and the licensed victuallers should be placed in such a position?—I should hardly use so strong a word; I think it very desirable that they should not be. The word "traveller" has only in modern times been applied to persons on journeys; in the old English Bible it is nowhere used; the word "journey" is used. The word "travel" always appears to me to imply the notion of labour and trouble.

936. You have stated that the landlords of a great many houses have been seriously affected by the operation of the late statute?—I am not sure whether they have been injured by the late statute only; that has interfered to some extent with them, but for some time the business of those houses has been diminishing. The course of business has rather tended down the River than up the River.

937. Do not you think the convenience of the public must be seriously affected by this Act?—I am not prepared to speak to so general a consideration as the interests of the public; I think the convenience of the working classes is materially interfered with, and particularly by the closing of the public-houses from five to six. It has been said that a working man should go to his home, and that his family should be with him; but a very large portion of the working classes of London have no home but the public-house, and no fireside except what the beershop furnishes to them; and to exclude a man in such a winter as we have lately had from a public-house between five and six, and turn him into the street, where he has nowhere to go to but a common lodging-room, without any fire or means of comfort, appears to me to be one of the most cruel things which was ever done.

938. Do not you think that it places the upper classes in an invidious position, seeing that they have the means of comfort and convenience, which the poor man has not?—Certainly; it is impossible that the inference should not be drawn by those who observe it.

939. That species of legislation, you would say, was rather objectionable than otherwise at the present time?—It appears to me so, and I very much regret its introduction. The feelings of all classes must be consulted as far as possible, and the feelings of religious persons who go to their places of worship must, of course, be so; but beyond that, and when that end is answered, to shut up the public-house, considering that it is the home and fireside of so large a portion of the working classes on Sunday, is a cruel thing; and I think they are much better there, under the superintendence of the landlord, even though not of a high class, whose interest it is to keep good order in the house, than in other houses, where drinking goes on to a great extent, and has done so since this Act was passed

940. Are you aware that drinking in unlicensed houses has gone on to a much greater extent since this Act was passed?—I gather it from this, that in many of the cases that have been brought before me since the late statute was passed, the act of transgression has been carrying spirits or beer out of the public-house, showing that they were carrying it out to consume it elsewhere, because the publican could not venture to keep the house open.

941. That, you think, has arisen entirely from this Act?—I apprehend so; it has never been the case before, but I have observed it to take place very generally since.

942. It has been increased by the operation of this Act, at all events?—Certainly.

943. You think it infinitely better that such drinking as is to take place should go on in the houses of persons who hold such houses under licences, who are subject to the surveillance of the police, and who may be brought up and punished

punished if they behave improperly; and that it is very detrimental to morality that drunkenness should take place in those hole-and-corner places which you speak of?—I think so, certainly.

944. Mr. *Villiers.*] Do you state that the carrying out of spirits takes place during the prohibited hours?—Yes, beer and spirits.

945. That is not an offence, except where the publican serves the people with spirits during those hours, is it?—It exposes him to conviction; he comes within the Act.

946. Have you really inquired into the matter, as to whether this practice has increased within the last year?—I judge of it from that being the particular transgression which is alleged, when the complaints are brought forward since this Act has been passed, more generally than before.

947. Do you think that that takes place now between the hours of five and six, but did not take place between three and five before this Act passed?—Not to so great an extent.

948. What falls under your observation, particularly as to the inconvenience that persons coming out of the town into the suburbs feel from not having the public-houses open in the afternoon?—I think that it leads to the commission of that offence to a certain extent. I must not be supposed to think it desirable that the houses should be open for their convenience particularly.

949. Your experience is particularly with respect to persons who are inconvenienced, who come from London into the suburbs, is it not?—It is so, so far as the word "traveller" is concerned; the persons who come before me, seek to exempt themselves from the penalty on the ground that the persons entertained were travellers; they do so with respect to persons who have come down from London.

950. The inconvenience is more felt by those persons than by residents in the district in which you act?—Yes, I think it must be so.

951. Did you observe that much inconvenience was sustained before this Act passed in consequence of the houses being closed between three and five?—No, I do not think I did so much. In the first place, under the Police Act, it was not regarded as an offence to keep a public-house open on the Sunday afternoon.

952. Are the Committee to understand you to say, that the houses in your district were never closed between three and five?—They were still liable to penalties, but the police did not take up the cases so much.

953. Do you mean that the police have been more rigid in their scrutiny of such houses since this Act was passed than before?—They have been, I presume, instructed to be so.

954. Why have the police been more rigid in apprehending persons violating the law since the houses have been closed from half-past two to six than when they were closed from three to five?—I am not able to answer that question; I speak from having had more cases of complaint, with regard to the afternoon violation of the law, than I had previously.

955. Is not it nearly as great an inconvenience to the public to have the houses closed from three to five as from five to six?—I should think not. In winter time it is dark at five.

956. Have not the complaints which have been made arisen chiefly since the fine weather has begun?—I think not.

957. You heard of those complaints during the winter, did you?—Yes, I heard of some of them.

958. You state that in winter there is still a complaint that the houses are closed between five and six?—A complaint by the police of offences against the law; I do not speak of complaint on the part of the public. Whether the public complain, I do not know.

959. Do you find it objectionable that public-houses should be closed till one o'clock on Sunday?—No, I think that is most desirable, and I believe all respectable publicans would cheerfully coincide with it; I have been assured so by several of them.

960. You say there are many persons who come under your notice who have no fireside but that of the beerhouse; how do they spend their time on the Sunday morning?—They spend a great deal of it in bed; if it is fine weather, they go out and take a walk. At all events, it is not so great a hardship to be in the streets or in their lodging-room till one o'clock as during the latter part of the day.

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961. About what time do they generally get up?—I understand they lie in bed till very late on Sunday; of course I have no means of answering as to the fact.

962. Is there any evidence as to when they go to bed on Sunday night; is there great inconvenience felt from the closing of the houses at 10 o'clock?—I do not think there is great inconvenience caused to the lower classes from closing them at 10.

963. Do not people come back to London from excursions rather later than 10?—Those would be excursionists rather than the labouring classes. I believe, to them, the law does produce great inconvenience. I know that at Bristol they carry the Act so strictly into execution that a train which comes up from Exeter and stops a little after 10 at Bristol, finds all the houses of entertainment closed, and the passengers are turned into the street or are obliged to have recourse to lodging-houses.

964. Perhaps there is very great complaint at Bristol of the working of this Act?—It may be so.

965. More so, perhaps, than at other towns?—That I cannot say. I know some of the travellers complain very bitterly of being turned into the street at 10 o'clock.

966. They are very strict perhaps at Bristol?—I cannot say. I am quite a stranger to Bristol.

967. Supposing your opinion were asked upon the subject, should you see any objection to extending the hour for closing from 10 to 11 on Sunday night?—I should prefer the hour of 10; a great deal must depend upon the feelings of the public; if the public readily submit to 10, I should prefer it. If you fix the hour later, it would be more for the convenience of the higher class than the working classes. I think the working classes are generally very much inclined to be in bed, generally speaking, by 10; but there are other parties whose convenience is very much interfered with by shutting at 10.

968. The Star and Garter company at Richmond, for instance?—Yes.

969. Do the people who keep those great hotels complain much of the Act?—I have heard so.

970. They are obliged to close at 10?—They ought to be.

971. And the company must actually leave before 10?—Yes, I have understood that tradesmen's clubs, which meet at public-houses in London on Sunday and sit to rather a late hour, are very much annoyed and inconvenienced by being obliged to break up at 10; most of the public-houses have one or two clubs of the tradespeople of the neighbourhood, who meet very generally on the Sunday.

972. You think the working classes generally retire to rest before 10, or shortly after 10?—I am inclined to think so.

973. Are those great hotels obliged to close altogether at 10; or is it only that they are prohibited from selling liquors?—I am not able to say; I suppose if they were not open for the sale of liquors it would not be an offence.

974. The Act does not refer to any other entertainment or refreshment, except liquors, does it?—The publicans' licence says, "Reception of travellers;" the Act speaks of the "refreshment" of travellers.

975. If a case came before you it would not be sufficient for the police to say they found certain persons in a hotel or an inn; it must be proved that they were served with liquor?—Yes, there must be proof that liquor was being served in the house, and that the business of the house was going on.

976. So that the company of those great hotels need not be turned out of the house at 10 o'clock?—No.

977. Mr. *Scholefield.*] They can no longer be enjoying themselves?—No.

978. Mr. *Villiers.*] If a bottle were on the table, do you mean they could not continue sitting?—In a hotel I think they might, but not in a beershop. Under the Beer Act it is provided that the landlord shall not allow any liquors to be consumed in his house; that is not an offence made punishable on summary conviction; but a magistrate does not readily allow a publican to allege, as an excuse to save him from a summary conviction, an offence for which he is indictable; it being in breach of a clause of an Act of Parliament, he is, no doubt, indictable for allowing liquor to be consumed.

979. That is not under the recent Act?—No, it is under the Amending Act.

980. Mr. *Gregson.*] Would the parties at the Star and Garter be "*bonâ fide* travellers"?—Not according to my notion.

981. Mr.

981. Mr. *Villiers.*] Do you agree with Mr. Norton in the definition of "traveller," which he found in Johnson's Dictionary; he says he has never had any difficulty in interpreting the word "traveller," for he finds it to be given by Johnson as synonymous with "wayfarer"; and he considers that the proper definition of a wayfarer is a man who has travelled sufficiently far from his own house not to make it convenient or even possible for him to refresh himself at his own house; he therefore holds that every man who travels so far from home as to require refreshment is a "*bonâ fide* traveller"?—I do not agree with that; I think that would be laying down one rule for persons travelling on foot, and another for persons on horseback, and another for passengers by a railway train.

982. They are only to go far enough from their own residence to require refreshment; some people require it when they have gone a very little way?—Yes, the distance must differ very much, according to the mode of conveyance.

983. *Chairman.*] You said just now that the closing of the houses at 10 o'clock affects the middle classes more than the lower classes; you are aware that a vast number of the working classes take the opportunity of excursion trains to go into the country; I do not mean to say they go every Sunday, but a vast number of the working classes occasionally take the opportunity of excursion trains, and travelling by those trains, do not return till after 10 o'clock at night. Is it not a very severe infliction upon them to be compelled to go supperless to bed, while they see their rich neighbours going to their clubs, hotels, or other places of the kind?—I was not aware that excursion trains for that class were frequently or generally so late as 10 o'clock; no doubt there is an inconvenience suffered, and there is a great difficulty in laying down any rule which would not cause some inconvenience.

984. Are not you aware that a working man is frequently rejected from a licensed victualler's house on Sunday night, when a wealthy man finds an entrance into a tavern; for instance, it is very common for a poor man to be rejected from the Cat and Fiddle, while a rich man may find entrance into the Star and Garter?—I am not aware that it is so, practically; I can imagine that it may be so.

985. Have you ever known an information laid against the proprietors of any of those great hotels for receiving a wealthy man?—No.

986. But you have known informations laid against innkeepers for receiving the working classes?—Some of those complaints have been in cases where the persons received under the denomination of travellers were persons of a better class, and even of a high class; in this case, where my conviction was quashed, at Guildford, many of the persons who went to the house were persons of the higher class.

987. Sir *W. Clay.*] You have stated what is not your view of the meaning of the term "*bonâ fide* traveller;" will you state to the Committee what, in your opinion, is the true interpretation of the term "*bonâ fide* traveller"?—I think every person who is moving from place to place, not spontaneously for his own amusement, but under the obligation of some duty or service, and anyone having gone out for an excursion to such a distance that he cannot conveniently return to his own home for rest or refreshment, is a traveller.

988. Whether he goes on business or for pleasure?—If he is at that distance, I think it must be extended so far.

989. Mr. *O'Brien.*] Would you call a man who went from Westminster Bridge to Greenwich a traveller?—I should not. I am aware that I am fixing an artificial sense on a word which does not admit of a clear definition, but I am obliged to fix some meaning to it for the guidance of my own judgment.

990. Sir *W. Clay.*] Your view implies this, that however short may be the distance a person is travelling, if it be for necessity or for business, he is a "*bonâ fide* traveller"?—Certainly, that must follow.

991. If a person goes from Shoreditch Church to Hackney on business, he is a traveller?—Yes.

992. Suppose he goes from Shoreditch to Homerton for pleasure, he is not a traveller?—No; and we have made a distinction which the county magistrates have also made at Kensington, in allowing a house to be open there for the reception of conductors and drivers of the omnibuses, who are travelling in the performance of their duties on Sundays; no complaint being made so long as passengers are not admitted into the house; it is considered that passengers do not come under the description of travellers, but that the conductors and the drivers do, because they are obliged to be moving on that day.

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993. Supposing his errand were blended, and he went partly on business and partly for pleasure; many persons find it convenient so to arrange an inquiry they may have to make at Hackney or Homerton, as to make it an agreeable walk; how would you distinguish in that case?—I suppose he would put forward the object of business as his excuse, and I should be bound by that without looking to the motive of pleasure.

994. The balance of your opinion would rather lean to a more lenient interpretation of the law, and where there was any possible excuse of business you would consider the person a *bonâ fide* traveller?—If there were any reasonable excuse.

995. Mr. *Cobbett.*] Supposing the health of a person to require an excursion; supposing a man with a sick child, or being sick himself, were to go to Greenwich Park, would you consider him a traveller?—I think I should. His duty to his child would have led him there. There was a case before the magistrates at Ilford, in which the excuse of the publican was, that the person taking refreshment had alleged, and truly alleged, that he had come down from London to visit his mother's grave; the magistrates considered that that was a work of *quasi* piety, and offered a reasonable excuse for the man having come several miles, and being in want of refreshment.

996. I believe the case you decided was one in which the alleged traveller was a man who lived in Putney itself, and went to a public-house in Putney?—He was one of 20 or 30 who were shown to have gone into the house.

997. Did you convict with reference to any of the other parties?—No; I thought that that alone would support the conviction; but in other respects it was a somewhat flagrant case, and I felt that if a publican could lawfully open his house under those circumstances, I did not believe the Act had any operation at all.

998. The justices of Surrey were appealed to in that case?—Yes.

999. Under what Act was the appeal lodged?—Under the Police Act.

1000. Is there any other power to appeal, do you know?—No. I know that it was under the Metropolitan Police Act, because I remember I at first proposed to convict him in a penalty of 2*l.* 10*s.*; but he desired it might be in the full penalty of 3*l.*, which gives the power of appeal under the Police Act.

1001. Have you any authentic report of the judgment given by the justices of Surrey in that case?—I have a letter from Mr. Prichard, the attorney for the respondents, which with the permission of the Committee I will read; it is dated "57, Lincoln's Inn-fields, 6th July 1855. Dear sir, Kirby's appeal came on yesterday at Guildford, and I regret to say ended in the conviction being quashed. The case turned entirely on the construction of the word 'traveller,' and was most ably argued by Mr. Robinson in support of the conviction. The magistrates however, admitted that they were unable to put a legal interpretation on the word, and said that, as the Legislature had created the difficulty, the Legislature only could remove it, either by repealing the Act, or passing another to explain what it had intended; upon this ground also they refused the case for which Mr. Robinson pressed."

1002. *Chairman.*] Is there any other observation which you desire to make?—I took an opportunity some time since, at the request of a gentleman who takes a great interest in this matter, to get a return made out, in order to see whether the charges for drunkenness had increased or not, and I accordingly have the number of cases for three months in the autumn of 1853, corresponding with the three months next consecutive to the passing of the Act in 1854, and also for those three consecutive months, and the difference was scarcely perceptible; there was about five per cent. less of merely drunken charges, but there was some increase in the charges of drunkenness which were complicated by being mixed with assaults.

1003. Does that include a statement of the charges for drunkenness generally, or does it refer only to cases of drunkenness on Sundays?—It refers only to cases of drunkenness which come forward on Monday.

1004. Were you a practising barrister before you were appointed a magistrate?—Yes, but more in the courts of equity than in the courts of common law.

*Sir Richard Mayne*, K.C.B., called in; and Examined.

Sir *R. Mayne*, K.C.B.

1005. *Chairman.*] YOU are Chief Commissioner of the Metropolitan Police?—I am.

1006. Has your attention been directed to the working of the late Sunday Beer Act?—It has.

1007. Can

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1007. Can you give the Committee any information as to the results of that Act in diminishing or increasing drunkenness?—I have had returns made out for the whole of the metropolitan Police district, which includes a circle with a radius of about 15 miles from Charing-cross, except the City of London. I have had these returns made out in three ways. First of all, for the first six months of the year 1854, and the first six months of the present year up to the present time, giving the whole number of cases of persons coming into the hands of the police for drunkenness during that time. The number for the whole period from January to June 1854 is 13,814, and for the same months of the present year 12,333 making a diminution of nearly 1,500. Then I have a return of the persons in the hands of the police on each Monday morning of the same period. In the year 1854 that number was 3,224, and in the present year 2,076, making a reduction of nearly 1,200. Four-fifths of the aggregate reduction has taken place in the Monday cases. The return of the cases on Tuesday morning, for the period between the closing of the police courts on Monday afternoon and Tuesday morning, is, for the year 1854, taking the same months, 2,542; and for the present year 2,441; making a very trifling diminution, but a diminution.

1008. Sir *J. Pakington.*] What population may be included in those returns?—The population may be taken to be about 2,500,000.

1009. *Chairman.*] What exact class of offences is represented by those figures?—The cases of drunken persons who are in the hands of the police. The general rule, according to which the Police Act, is to take charge of drunken persons are either committing disorder or who are helpless, and whose homes they cannot find.

1010. These numbers refer to persons who have come into the hands of the police in some way or other on account of drunkenness?—Precisely so; perhaps it will be of some interest to notice that the numbers for the whole period vary very much in different divisions; for instance, in some of the divisions the decrease is very small; in some, very considerable. The aggregate of the cases in the Covent Garden division, which comprises the Strand, the neighbourhood of Temple Bar, a good deal of St. Giles's, and, generally speaking, the district between Temple Bar and Charing Cross, east and west, and between Holborn and the river north and south, in the year 1854, for the months I have mentioned, is 1,922; and in the present year, 1,370.

[*The following Returns were delivered in:*]

METROPOLITAN POLICE DISTRICT.

RETURN of the Number of PERSONS taken into Custody for Drunkenness, or for Drunk and Disorderly Conduct, from January to June 1854 inclusive, and from January to June 1855 inclusive.

| DIVISIONS. | January to June 1854. | January to June 1855. |
|---|---|---|
| A or Whitehall | 108 | 121 |
| B „ Westminster | 647 | 553 |
| C „ St. James's | 1,263 | 1,431 |
| D „ Marylebone | 745 | 704 |
| E „ Holborn | 630 | 607 |
| F „ Covent Garden | 1,922 | 1,370 |
| G „ Finsbury | 1,148 | 1,117 |
| H „ Whitechapel | 937 | 868 |
| K „ Stepney | 998 | 957 |
| L „ Lambeth | 892 | 641 |
| M „ Southwark | 1,259 | 1,008 |
| N „ Islington | 1,265 | 1,069 |
| P „ Camberwell | 436 | 313 |
| R „ Greenwich | 489 | 476 |
| S „ Hampstead | 578 | 634 |
| T „ Kensington | 270 | 263 |
| V „ Wandsworth | 227 | 201 |
| TOTAL | 13,814 | 12,333 |

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METROPOLITAN POLICE DISTRICT.

COMPARATIVE RETURN of the Number of Persons taken into Custody for Drunkenness, or for Drunk and Disorderly Conduct, between the hours of 12 on Saturday Night and 10 A. M. the following Monday, in each Week from January to June 1854, inclusive, and from January to June 1855, inclusive.

| DIVISIONS. | January to June 1854. | January to June 1855. |
|---|---|---|
| A or Whitehall | 19 | 9 |
| B „ Westminster | 165 | 88 |
| C „ St. James's | 274 | 219 |
| D „ Marylebone | 163 | 106 |
| E „ Holborn | 133 | 129 |
| F „ Covent Garden | 352 | 161 |
| G „ Finsbury | 276 | 172 |
| H „ Whitechapel | 276 | 95 |
| K „ Stepney | 238 | 168 |
| L „ Lambeth | 194 | 104 |
| M „ Southwark | 306 | 173 |
| N „ Islington | 344 | 206 |
| P „ Camberwell | 129 | 61 |
| R „ Greenwich | 47 | 105 |
| S „ Hampstead | 166 | 168 |
| T „ Kensington | 74 | 60 |
| V „ Wandsworth | 68 | 52 |
| TOTAL | 3,224 | 2,076 |

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METROPOLITAN POLICE DISTRICT.

COMPARATIVE RETURN of the Number of Persons taken into Custody for Drunkenness, or for Drunk and Disorderly Conduct, between the Hours of 10 A.M. on Monday and 10 A.M. on Tuesday, in each Week from January to June 1854, inclusive, and from January to June 1855, inclusive.

| DIVISIONS. | January to June 1854. | January to June 1855. |
|---|---|---|
| A or Whitehall | 13 | 22 |
| B „ Westminster | 114 | 107 |
| C „ St. James's | 242 | 306 |
| D „ Marylebone | 144 | 164 |
| E „ Holborn | 109 | 128 |
| F „ Covent Garden | 399 | 283 |
| G „ Finsbury | 231 | 242 |
| H „ Whitechapel | 155 | 166 |
| K „ Stepney | 193 | 163 |
| L „ Lambeth | 162 | 138 |
| M „ Southwark | 217 | 220 |
| N „ Islington | 212 | 210 |
| P „ Camberwell | 75 | 64 |
| R „ Greenwich | 100 | 56 |
| S „ Hampstead | 84 | 93 |
| T „ Kensington | 50 | 48 |
| V „ Wandsworth | 42 | 31 |
| TOTAL | 2,542 | 2,441 |

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1011. To what cause do you attribute the decrease in drunkenness which is exhibited in these returns?—I have asked the superintendent his opinion as to the cause. He says, he thinks there is a considerable class of persons of a very low order who are habitually addicted to drink, residing in the neighbourhood of Seven Dials, who are now prevented from getting drink on Sunday, and he thinks that is the great cause of the diminution.

1012. By what are they prevented from getting drink?—During the hours the public-houses are now closed under the present Act, they are unable to get it.

1013. Mr. *Villiers.*] Did the superintendent state during what hours the difference had been produced, whether it was late at night, or earlier in the afternoon?—It is the impression of the superintendents generally that it is a joint cause; but that the decrease principally arises from the early closing at night.

1014. *Chairman.*] Are the Committee to understand that you consider this diminution of drunkenness to have arisen from the Sunday Beer Act?—I believe so; there may be other causes, such as the reduction of the number of men by those sent away to join the army, and by money not being so plenty, but I cannot assign the diminution to any of these causes.

1015. Are you aware what the average of drunkenness was in the year 1853?—I have not the returns by me; but speaking from recollection, I think there have been generally from 20,000 to 23,000 cases each year.

1016. Was there a diminution in 1854, as compared with the year 1853?—I am not aware that there was any. I believe not. The numbers fluctuate from year to year.

1017. When you come to the conclusion, which you appear to have done, that it is the Sunday Beer Act which has caused the diminution of drunkenness you speak of, have you made any calculation of the numbers of people who have been removed by the recruiting for the army?—I have no means of doing so.

1018. They would of course be adults, and for the most part of the drinking class?—I have no means of making any such estimate.

1019. And the recruiting for the navy likewise?—The only information I have been able to get, with reference to employment or the state of the working classes generally, has been in the division which comprises the docks; the Whitechapel district, including the London Docks and St. Katherine Docks. There is a very low population there, and a considerable population; and they are pretty much of the same class, as regards circumstances, as in the Covent Garden division, to which I alluded. The reduction in the Whitechapel division is very small, the number for six months of the year 1854 being 937, and for the same six months of the present year 868. I asked the superintendent if he could give me an explanation of the circumstance. He says, the very long prevalence of easterly winds prevented ships getting out of dock, and consequently a larger number of sailors were idling about the streets; and he thinks that has added so much to the cases of drunkenness, that the reduction was not so great as it otherwise would have been.

1020. A magistrate has told the Committee that he considers the heat of the weather has a great deal to do with drunkenness; have you found that to be so?—I have not any returns on that point here, but I do not think there is any general ground for the observation. Some will drink more, but in very cold weather they drink a good deal too.

1021. Are not you aware, from all the returns, that the amount of drinking is more than trebled during the summer months?—I have not seen such returns.

1022. That did not enter into your calculations when you made these returns?—No; the returns are made for the term of six months, including three of the winter months and three of what may be called summer or spring months; they are from January to June.

1023. Our January continued to the beginning of June this summer, did not it; did not you take that into calculation?—No. I only give the facts.

1024. And you attribute the result to the Sunday Beer Bill?—I state the facts, and do not desire to offer any opinion.

1025. How do you think the Sunday Beer Bill acts to prevent drunkenness.

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Is it simply by shutting up the public-house, and preventing all persons drinking there?—I should think that would be the great cause.

1026. Are not you aware that houses are now open where drink can be obtained, during the prohibited hours on Sunday, throughout the whole metropolis?—No.

1027. Are not you aware that drink is sold at coffee-houses?—I am aware it is sold; but I am not aware that it is sold in greater quantities than formerly. I have inquired as to that. I have no means of certain information, because the police have no right to enter coffee-shops; but the opinion of the superintendents is, that there is not more drinking in unlicensed houses than there was formerly.

1028. Have not you given an order which leads directly to that opinion. Have not you prevented the police from going in plain clothes into such places since the conviction of the constable King, so that they cannot obtain information upon such points?—Not in any manner which can bear upon this question. The police, whenever there seems to be a fit case for it, are employed in plain clothes, as they were formerly. An alteration has been made as to the general employment of a certain number of police constables in the streets; but for the purposes of detection the police are still employed in plain clothes, when there is any occasion for their being so.

1029. Do not you think it is a sufficient cause for so employing the police that they may look after illicit drinking?—I think not, in coffee-shops, under ordinary circumstances. The consequence of employing a policeman to go into those shops for that purpose must be his committing the crime himself; he could hardly obtain evidence unless he asked for drink, and I think that tends to lower the character of the police, and also to damage the evidence they have to give afterwards, if it appears they were sent into a house to entrap a person into the commission of a crime.

1030. But you destroy your means of information by not permitting them to do so?—In some cases it may be so.

1031. It has been stated by a magistrate, and by the magistrates' clerk, that in their opinion the reason why convictions do not take place for the sale of liquor in unlicensed houses arises from your having made that rule?—Whoever has stated that has stated it from misapprehension, or from misinformation; such is not the fact.

1032. It appears that you cannot speak to the fact; you are only ignorant that such drinking does take place?—I speak as to the fact of employing policemen in the same way as formerly. I have the same knowledge this year of what has taken place as in former years.

1033. And you dispute the statement that drinking takes place in unlicensed houses?—I believe it does take place, but not to a greater extent than before. I have no reason to believe that it now takes place to a greater extent than formerly.

1034. You are not informed that it does?—I am not. On the contrary, I have inquired, and the belief of the superintendents, who have fair means of direct knowledge, is, that it has not increased.

1035. Do you consider the public is much inconvenienced by public-houses being closed at 10 o'clock on Sunday night?—That part of the law applies differently to different parts of the police district. I think the town is inconvenienced. People who reside in town, or who come to town by railway, do suffer inconvenience by the closing of the houses at 10 o'clock. I believe the country parts do not. On the other hand, persons who either reside in the country, or go there for an excursion during the day, I believe, suffer inconvenience from the closing between half-past two and six, and very little, if any, inconvenience from the closing at 10.

1036. Sir *J. Pakington.*] What do you mean by country districts?—Parts extending from five miles from Charing Cross to 15 or 16, including Richmond, Woolwich, and Hampstead.

1037. Do not you consider that the working classes who go forth on Sunday to take the air and obtain recreation, and who return at 10 o'clock, suffer great inconvenience from having all places of refreshment closed to them at that hour?—I believe they do.

1038. Are you aware that the wealthy classes do not suffer that inconvenience which the poorer classes do?—I think the wealthy classes necessarily do not suffer

suffer the same inconvenience; many of them have houses, or they have clubs, or they may go to the great hotels.

1039. Do you think that is a good law which makes such a distinction between classes?—I think there is an inconvenience in all these laws in that respect, and an unavoidable one.

1040. Are you aware of the average number of excursionists who are brought into London by excursion trains on the Sunday?—The railway companies could give the best information upon that point; I desired inquiries to be made at the South-Western Railway Office, and they say that generally speaking about 3,000 persons arrive by trains who wish for refreshments after ten o'clock on Sunday night, and they are unable to obtain them.

1041. Mr. *Cobbett.*] How many railway stations are there in London?—Six or seven I suppose.

1042. Mr. *Villiers.*] Who was the person who made that return from the South-Western Railway?—It was stated in answer to an inquiry made from one of the managers at the Waterloo Station.

1043. Sir *J. Pakington.*] Are the Committee to understand that return to be a statement on the part of the person who made it out as a fact within his knowledge, that there are every Sunday night 3,000 persons arriving at the South-Western Station, who wish for refreshment and cannot get it?—He says, generally speaking, that is the case.

1044. Is the inference which is to be drawn from that statement of figures, that there are 3,000 excursionists who come up by the ten o'clock train?—According to this return the party means that that is the number of persons who wish to procure refreshment and are unable to do so.

1045. How has he ascertained that fact?—I suppose from his observation; I give the information as I have it.

1046. Mr. *Villiers.*] Are you satisfied that it is a reliable source from which the information proceeded?—I should think so; the superintendent says he has the information from the manager.

1047. *Chairman.*] You stated that you objected to the police being employed for the purpose of laying informations against those houses where unlicensed drinking takes place; do you think there is any objection to the police being employed in laying informations against any innkeeper who sells a pot of beer to a poor man during the prohibited hours on Sundays?—The course pursued with regard to licensed victuallers and beershop-keepers is this: the police have a right to demand admittance at any time by law, and whenever they have reason to believe Sunday trading is going on during the prohibited hours, they do demand admittance, and they go in, and can see from observation, without themselves participating in the offence, if an offence is committed, what is going on; and upon such observation the party is summoned, if the facts seem to warrant it.

1048. The informations arise mostly from the police, do not they?—I should think so. With regard to coffee-house-keepers, the case must be different; they go there under the character of persons who come to obtain refreshment; they have no right as police to demand admittance. They must from the first, therefore, represent themselves in some degree in a false character, as persons who wish to get refreshment, whereas their real object as police is to see what is going on, and afterwards to inform. I think that is unworthy of the police, and I have always declined to allow them to do so.

1049. Is it your opinion that there might be an extension of the hours for the convenience of the public under this Sunday Act?—I think, as far as I have the means of forming an opinion, which is only by information obtained through others, that in the rural districts especially, there is great inconvenience in closing public-houses between half-past two and six. I think in town districts there is great inconvenience in closing so early as ten. I speak in both those cases from information derived principally through the police. Judging from those reports which I receive, a great inconvenience does appear to arise in the two respects I have mentioned with regard to the hours for closing public-houses.

1050. You think the hours of closing might be changed without any great probability of drunkenness being much increased?—I am unable to offer more than what I may call a guess upon that point; I think there is a very consider-

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able hardship in requiring all public-houses to be closed during the hours from half-past two to six, and so early as 10.

1051. You have probably turned your attention to the conflict of decisions of the magistrates as to the words "*bonâ fide* traveller;" do not you think some alteration of the Act of Parliament would be very useful for the purpose of obviating that difficulty?—It would be highly desirable; several publicans came to me when the Act first came into operation, and asked me for my opinion as to the meaning of those words, and what would be the course the police would be directed to take; I was unable to give them any opinion; I told them I could not put any construction upon those words which was satisfactory to myself, and I must be guided by the decisions of the magistrates, and I have been so.

1052. Sir *J. Pakington.*] Those decisions have been very various, have not they?—Yes; and therefore in different districts the police take different courses.

1053. *Chairman.*] That is a highly objectionable state of things, you think?—I think it is.

1054. Is not it a very hard case when a publican is forced by a magistrate to prove that some man whom he may have supplied with refreshment, actually was a traveller, which man may have gone to France, or anywhere else, on the following morning?—I have felt the reasonableness of the request of the publicans who expressed themselves very desirous to obey the law; I understand from all the superintendents, that the publicans and beershop-keepers have shown great readiness to obey the law, generally speaking; I thought it was a very reasonable request that they should have some authorised interpretation of the words, which appeared to me in themselves to be very vague, and I was not aware of any authority, or any knowledge of the English language I possessed, which would enable me to give an intelligible definition of them.

1055. Mr. *Villiers.*] Do you consider that the police are bound to give evidence as to the parties not being travellers, or is it thrown upon the publican to prove they are?—It is thrown upon the publican. If the police observe a number of persons in a public-house, they inquire or endeavour to find out whether they are persons belonging to the immediate neighbourhood, who have no pretence to be called travellers, or if they have come from a distance; in many cases, I understand what the landlord alleges as an excuse is, that the parties produce their railway ticket; I understand that is done largely at Sydenham and Anerly, and the various stations upon that line of road, where there are a large number of tea-gardens and public-houses which are open on Sunday.

1056. Practically the policeman gives evidence of the person not being a traveller, does he; he is not required to do it, or to allege it in the summons, but it is given in evidence, practically speaking, is it?—The summons is for the house being open during such hours contrary to law.

1057. The proof negativing the exception is thrown upon the policeman?—I believe, generally speaking, the magistrate requires the publican to show that the parties he has been serving were travellers; if he has persons in his house during the prohibited hours, the magistrate requires proof that they are travellers.

1058. Have you heard from the police that they have a difficulty in proving that the persons who are being served during the prohibited hours are not travellers?—They state they have a difficulty in obtaining convictions from the answers given by the landlords, or the parties summoned, that they were travellers, which the police are unable to rebut, particularly if the parties produce a railway ticket, and in several places, I understand, the very production of the railway ticket, which costs only a very small sum, is considered by the landlord a sufficient proof that the party is a traveller.

1059. Have you found that the difficulty of interpretation of the word "traveller" arises from the words "*bonâ fide*" being introduced, or have greater difficulties appeared to you to arise in consequence of those words being introduced?—I believe not; in fact, in one section of the recent Act, the words "*bonâ fide*" are omitted.

1060. I believe the police collect information for the magistrates before they renew the licences; at least the police reports are referred to, to ascertain that the houses have been well conducted?—Yes.

1061. The general complaint against the houses, so far as they have violated the

the law, has been for carrying on what is called Sunday trading, is not it?—I am not aware of that; I think for other offences as well.

1062. There was some person sent to the Committee from the Police-office last year, who stated that the prevailing offence was what is called Sunday trading. From that circumstance you would probably infer that this question respecting travellers is not a new question, but that it has arisen before?—Yes; but I think not at all to the same extent. The closing public-houses till one o'clock on Sunday has produced, I believe, very good results, and the question as to the meaning of the word "travellers" has rarely arisen, certainly not so much as to interfere with the general operation of the law.

1063. That being the case, that the prevailing offence with which the keepers of beershops and publicans are charged is Sunday trading, would not that arise from entertaining persons who were not travellers?—Yes, travellers or lodgers.

1064. The magistrates never had any difficulty before in deciding whether those persons were properly charged with the offence?—I remember, some years ago, the question arose as to some persons who were going to Richmond. They were served with drink at Kensington, and the magistrate decided that they were travellers; but the question has not arisen nearly to the same extent before, nor so far as to interfere with the operation of the former Act.

1065. The increased inconvenience arising from the further restraint has given rise to this question about travellers, which might have arisen at any time before, but was not raised?—Yes; especially as between half-past two and six, people are moving about so much more.

1066. The question respecting the word "traveller" therefore arises much more frequently now than it did?—

1067. Are you aware that the change in the hours of closing in the afternoon was from five to six, as far as the metropolis goes; that was the only change on the Sunday afternoon?—Practically, not so. The closing between three and five was not generally enforced.

1068. Not in the metropolis?—No. I have not for years authorised an information to be laid by the police in consequence of public-houses not being closed in the afternoon of Sunday.

1069. It would not be any ground for refusing a man a licence, when he applied for a renewal, that he was in the habit of trading between three and five?—Not on the part of the police. The difficulty of enforcing the Act was so great that we thought it was not desirable that the police should take any part in enforcing it. The words of the licence are, "during the usual hours of the morning and afternoon Divine service in the parish or place." A street might divide one parish or place, so that you had a public-house immediately in front of a church which was not within the law, whereas a public-house at some distance was within the law.

1070. Was there any Act which specified those particular hours between three and five?—I think none.

1071. Sir *J. Pakington.*] In the Act of the 9th of Geo. 4, no hours are specified; but opening during the hours of Divine worship is prohibited?—That is so.

1072. It is a common practice, is not it, in the churches in London to have Divine service not only in the morning and afternoon, but also in the evening?—Yes.

1073. Was it the practice, during the existence of that law, to hold that puplic-houses were to be closed during the hours of evening service, as well as during the morning and afternoon service?—I can only speak with certainty as to the practice of the police. It has not been the practice of the police to summon parties for keeping open their houses during those hours.

1074. Do you know whether any public-houses were kept closed during the hours of evening service?—I should think not. The words in the licence which is contained in the schedule to the 9th of George the Fourth, chapter 61, are these, "He shall not suffer beer or any other exciseable liquor to be conveyed from or out of his or her premises during the usual hours of the morning and afternoon Divine service in the church or chapel of the parish or place in which his or her house is situated." The word "place" was very vague; and in some London parishes the public-house was a long way from the parish church; therefore there was no annoyance from the house being open, whereas a public-

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house close by, but out of the parish, might remain open during the hours of Divine service.

1075. Mr. *Villiers.*] There were no hours specified in the subsequent Act of Parliament for regulating the trading in public-houses?—I believe not.

1076. You have said that some inconvenience has been experienced by persons in consequence of the law closing public-houses at 10 o'clock; what has come within your knowledge as to the effect upon the good order of the town on Sunday night; has it been promoted by closing at 10, and do you think that that has counterbalanced the inconvenience which has been experienced by excursionists?—It is very difficult to assign causes; but I am justified in stating that the effect has been unquestionable and considerable, and that a considerable improvement has taken place since last August.

1077. You do therefore connect the improvement with the late Act?—I am unable to state the cause of it certainly, but the effect is undoubted. It is not only shown by the number of cases which are brought forward, but the 17 superintendents who have charge of the various districts were unanimous in their opinion that a considerable improvement had taken place in the good order and quiet of their respective divisions.

1078. Those cases which used to arise from drunkenness have diminished, and the superintendents have connected that with this Act?—Yes; those cases of disorder and disturbance of the tranquillity and good order of the town.

1079. Do you know whether the superintendents attach much importance to closing at the hour of 10, or whether they think the advantage would be pretty much the same if the houses were closed at 11. Would any increased disorder take place from the houses being open later at night than 10 o'clock?—I have enquired specifically as to their opinion, and the great majority say the hour might be extended to 11 without any serious mischief.

1080. Are you of opinion that it conduces to the good order of the town to close public-houses during the whole of Sunday night, that is, after 10 or 12?—Undoubtedly.

1081. The order of the town is not usually disturbed between five and six on Sunday afternoon, is it?—No.

1082. There are not many cases of drunkenness in the afternoon?—In some parts I believe there are; for instance, in Seven Dials, parts of Southwark, and Whitechapel.

1083. Perhaps the superintendents' answers refer generally to the alteration which has been made, both in the afternoon and late in the evening?—They were unable to specify; they think closing in the afternoon has greatly contributed to the result. They think many persons have begun to drink then, and the drinking has become worse during the evening; but I believe their opinion generally is, that closing at a somewhat later hour at night, say at 11 o'clock, would not be very objectionable.

1084. It has been stated, and I believe it is thought by some people that drunkenness has increased since the passing of this Act, not from drinking in public-houses, but drinking in what are called hole-and-corner places, would not the police be cognisant of cases of drunkenness, whether they were occasioned in a public-house or in hole-and-corner places?—Unquestionably, if they come into the streets, or cause disorder anywhere.

1085. If the drunkenness did take place, the number of cases which has so much diminished would have remained the same?—The diminution would not have taken place; and as I stated just now, I am not aware, nor do I believe, that such increased drinking elsewhere does, in fact, take place.

1086. I believe it was well known previously, that occasionally in coffee-shops and shellfish-shops spirits were sold by unlicensed persons?—Certainly.

1087. That is an old offence?—Yes. I continually now give information to the officers of Excise, in order that they may take proceedings against the parties if they think proper.

1088. Do not the Excise sometimes employ the police for particular purposes?—The only special employment by the Board of Inland Revenue of the police is with respect to stage carriages, and also they are employed during the time of the races at Ascot and Epsom.

1089. You are speaking of the metropolitan police?—I am.

1090. Is there not some kind of connexion between the Excise and certain of the constables who are in the police force?—There are a certain number of constables

constables who hold commissions from the Excise, but still they act under the general regulations of the service, in fact under my orders, and they do not interfere in cases of that sort; it is the supervisor or superior officer who is exclusively an officer of the Revenue, to whom the information is given. If the police have information of an illicit still, or of spirits being conveyed, which have been made illegally, those officers who hold commissions from the Inland Revenue have legal authority to seize, which other police officers have not. That is the general object of a certain number of the police having commissions from the Excise or the Inland Revenue, in the same way as a small number of the police, especially those employed on the river, the Thames police, hold commissions from the Board of Customs to enable them to act in certain cases, principally in seizing contraband articles or articles illicitly brought in.

1091. If this practice, which has been alluded, had increased, some officer of excise would be the best witness to call on the subject?—I should think so.

1092. You have no reason to suppose that drunkenness has increased, but you seem to think it has diminished?—The returns I have referred to show, that of cases coming within the cognisance of the police there has been a considerable diminution.

1093. Mr. *O'Brien.*] In the cases you refer to, as being brought before the police magistrate on Monday morning, what cases were Saturday night cases, as distinguished from Sunday cases?—I can have that return made out. There is an entry made at the police station of the hour at which every party is brought there in custody; but it would make a very voluminous return, and for our ordinary purposes we do not keep it.

1094. Sir *W. Jolliffe.*] The return you have given comprises every person who is taken into custody for being found drunk?—Yes.

1095. Sir *W. Clay.*] At what period was the order, with regard to the police not generally going in plain clothes, given?—In January 1854.

1096. Will you state particularly what the nature of that regulation was?—I can produce the order which is entered upon the books. The general effect of it was, that police constables were not to be employed in the streets ordinarily in plain clothes; but that that should not interfere with the police being employed to detect crime in any cases when crime had been committed, or in any case where the superintendent thought that for a special occasion it was desirable that a police constable should be employed in plain clothes; but in such cases he was to report as early as possible to one of the commissioners, who was to sanction or disapprove of such employment.

1097. The finding out private houses or rooms in which spirits were sold could not be an object, in your opinion, to justify the employment of the police in plain clothes?—I think not, for the reason especially that they could only do so by taking steps which I think are not fit to be taken by the police.

1098. Do you think prior to the date of the regulation you refer to, they were in the habit of endeavouring to obtain such information by going into unlicensed houses?—Certainly not; the order in no way applies to such cases, either as to their previous employment, or to the cessation of such employment.

1099. You do not think they were in the habit of making such enquiries?—I feel assured they were not; such cases could only have been acted on by a report being made to myself; no information is allowed to be laid by police constables except by the sanction of one of the commissioners; the case is reported, the facts are stated, and if it appears to be a fit case for an information, the commissioners sanction it, otherwise they do not, so that such cases could not have occurred, that is to say, no step could have been taken to bring the parties before the magistrate without the previous sanction of one of the commissioners.

1100. The date of that regulation at all events was prior to the Beer Act of last session?—In January 1854.

1101. The Act passing in August 1854?—Yes.

1102. Any evidence given to the Committee that the diminution in the number of informations laid before the magistrates in reference to the sale of beer or spirits in unlicensed places arose from an alteration in the regulations of the police force, is incorrect in that particular?—Certainly it is founded in a mistake, no doubt.

1103. Major *Baring.*] You stated that you thought there would be no great objection to extending the hour from 10 to 11; do you think it might be extended

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to 12 without great inconvenience?—It is not easy to fix the precise hour; each hour you extend it tends in some degree to lessen the benefits of the Act.

1104. You have stated that 3,000 persons arrived requiring refreshment at one station alone after 10 o'clock on Sunday evening?—I stated so on the authority I have mentioned.

1105. Therefore, considering the number of stations in London, the Committee must suppose a large number of persons must be seriously inconvenienced by the present arrangement?—I really believe they are.

1106. Sir *W. Clay.*] Though you may have no official knowledge of the feelings of the great bulk of the population on any subject, your position would enable you to form a more just estimate of any subject to which the public attention is directed than almost any other person. Is it your opinion that the Beer Act of last Session has created a considerable amount of dissatisfaction or uneasy feeling among the classes upon whom it would principally bear?—I believe it has.

1107. You refer particularly, of course, to the classes below the higher classes in society; I allude particularly to those classes of society on which the operation of that Act would press more particularly; it is your opinion that it has created extensive dissatisfaction among them?—I refer to those classes who would go to public-houses if they were open, to get drink and other refreshment.

1108. There has been recently considerable excitement in London with reference to the Sunday Trading Bill; is it your opinion, or have you the means of forming an opinion, whether that excitement mainly arose from any fresh restrictions upon Sunday trading, or whether that dissatisfaction arose at an earlier period, from the restrictions of the Beer Bill of last year?—I have reason to believe that the effect of this Act increased the excitement which arose two Sundays ago, with reference to the Bill then before the House of Commons, for the better observance of Sunday.

1109. You are of opinion that before the Sunday Bill was brought under the consideration of Parliament, there did exist a considerable amount of dissatisfaction with reference to the Beer Bill of last Session, and that the Sunday Trading Bill afforded an opportunity for the manifestation of a feeling already in existence?—I have grounds for believing that; I do not mean that the persons who suffered from the operation of the Beer Act had any intention of causing disturbance by assembling in a tumultuous manner, or overawing the Legislature, but I have information that a good many persons who felt themselves aggrieved by the operation of that Act, did join in the movement which led to the disturbance in Hyde Park and elsewhere.

1110. Lord *H. Vane.*] Are the Committee to understand that, in your opinion, considerable dissatisfaction has prevailed for some time among the lower classes, who are affected by this Act, respecting the operation of the Act?—I do not think it is quite confined to the lower classes, meaning by that the lowest. I think all persons suffer some inconvenience who make use of public-houses for refreshment, which extends to a class considerably above the lowest, especially when they arrive in town by railway, or are moving about on Sunday.

1111. Do you feel yourself in a situation to give an opinion whether any advantage which may have been derived from the Act by disorderly conduct at all counterbalances the disadvantage which arises from the dissatisfaction created in the minds of those classes upon whom that Act operates?—It is very difficult to give an opinion upon that point; my duty with reference to the police makes me specially notice the evil consequences of such dissatisfaction.

1112. It also places you in a position to see whether any advantages have resulted from the Act?—I think several advantages have resulted, as I have stated, and as shown by the returns.

1113. Does not that refer particularly to the early closing at night?—I have a difficulty in stating to what it is owing; I believe that is the principal cause.

1114. Do you believe that any great advantage has resulted from closing from half-past two to six?—I think some advantage has arisen, but whether it is an equivalent for the inconvenience caused to many classes who would not abuse the permission to go into public-houses at that time I am unable to say.

1115. May the Committee infer that, as the result of your experience, you are of opinion that a considerable relaxation of the law might be advantageously enacted?—I think so.

1116. Sir

1116. Sir *W. Jolliffe.*] Do you think that that relaxation might extend to the whole of the afternoon of Sunday up to 10 o'clock at night?—It is very difficult for me to give an opinion upon the subject. I believe a great advantage, in point of order, in reducing the number of drunken persons, would arise from closing at 11 o'clock on Sunday night, without any inconvenience to the classes who would not abuse the privilege of going to public-houses.

1117. You seem to recommend that the law should be so far relaxed that the hours should be extended from 10 to 11?—Eleven or twelve o'clock; I do not think it signifies very much which; my impression rather than opinion is, that closing between half-past two and six causes such an amount of inconvenience to a very numerous class, that the advantage is not an equivalent.

1118. And you think the classes who are so inconvenienced are above the lowest classes of society?—I think so.

1119. Would they include those classes who carry on trade during the week and have only Sunday for recreation?—Yes, I think so, including a large class of shopkeepers as well as artisans and labourers in various lines.

1120. A class of most respectable persons?—Yes.

1121. And that inconvenience which they suffer, you think, is not necessary for the preservation of the peace, or for the promotion of morality?—Certainly it is a great inconvenience to many persons that they are not able to get any refreshment during those hours. I am satisfied that many of them would not abuse the power or permission to do so. The closing of the public-houses during that time, on the other hand, prevents some persons getting drink who would abuse that power.

1122. Major *Baring.*] Do you attribute the diminution of the Monday morning charges of drunkenness to the closing of the houses at 12 o'clock on Saturday night till one o'clock on Sunday?—That effect was produced many years ago. Since last August there has been a considerable diminution likewise. There was such a distinct and immediate reduction of the number of drunken cases consequent upon the passing of the former Act, that I have no doubt it was owing to the closing of the houses during those hours. There has also been a considerable reduction during the same period, taking six months of the present year, as compared with the six months of the past year, which I believe, and have no reason to doubt, is owing to the operation of that Act; but then there are inconveniences, and it is for other persons than myself to decide whether they are worth incurring for the sake of the advantage.

1123. Mr. *Scholefield.*] You probably have not calculated what the decrease is per week in the number of drunken cases during the six months you allude to; it amounts to 60 per week; do you consider that the reduction of 60 cases per week in a population of two and a half millions, is a sufficient compensation for the inconvenience which the sober and industrious and well-conducted classes suffer?—My opinion upon that point would, of course, be worth no more than anybody else's. I have an impression or an opinion that that advantage, or a very great proportion of it, might be obtained without the amount of inconvenience which is caused from closing during the whole of the hours that the late Act requires all public-houses to be closed.

1124. Sir *W. Clay.*] What would be the amendment or alteration of the present Act which you would recommend?—I think I should allow public-houses to remain open between one in the afternoon and eleven at night.

1125. The Committee would be led to the inference that that was your opinion from your former evidence, because in one portion of your evidence to-day, you stated that in the town districts there is an inconvenience felt from closing at 10 o'clock; and in the country districts, which you define to extend from five to fifteen miles distant, there is inconvenience from closing from two to six. Therefore the Committee infer that your opinion is, that they might safely, without injury to public morals or good order, remain open from one till eleven at night?—The Committee are all aware that in all parts of the districts which have been referred to, there are many places of amusement open on Sunday afternoon—tea gardens and the parks. The class of persons who go to those places for amusement and enjoyment, which we should all desire to see promoted, are very much inconvenienced by the houses being closed between the hours of half-past two and six.

1126. Major *Baring.*] Would not you consider that the classes from whom those

Sir *R. Mayne*, K. C. B.

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those 13,800 drunken cases were taken in the year 1854 had, generally speaking, more money to spend in the year 1854 than they had in the corresponding period of the year 1855?—I am unable to say so.

1127. Mr. *Villiers*.] Is not it generally the case that when they are most distressed they drink most?—It operates in both ways.

1128. *Chairman*.] When they are much distressed and have no money in their pockets, do not they generally find the publicans very hard hearted?—I should think so.

1129. Mr. *Villiers*.] You say there is no mischief arises from persons going forth to places of innocent recreation such as you describe?—I conceive that there is great benefit.

1130. There is no disorder in the town afterwards?—No.

1131. You would not imagine there would be any, if the Crystal Palace were open?—Not disorder; there might be objections of another class; I believe at every place which is open on Sunday, there are police who attend for the purpose of maintaining order; Hampton Court and Greenwich Park, for instance, and I believe at every other place.

1132. There are no offences committed there, are there, from great crowds being assembled?—No.

1133. If the Crystal Palace were open, or the Museum were open on Sunday, you would not expect any breaches of the peace in consequence?—I should not; I do not give any opinion as to the propriety of doing it; as far as disorder is concerned, I should not fear that.

1134. The working classes conduct themselves generally very well, if such places are open to them?—Yes, and I think since I have had a knowledge of the habits and conduct of the people since the establishment of the police, I have seen a very great improvement, and I consider part of it at least is owing to the greater opportunities which have been given for their amusement, and the employment of their time on Sundays, in other places than in public-houses. During that time railways have given great facility for people getting away out of town to Greenwich, and Richmond, and North Woolwich, and a variety of places, where they go in large numbers every Sunday.

1135. In fact, it conduces to their improvement, and you think it ought to be extended where it can?—I think so.

1136. *Chairman*.] A very small number of police, I believe, are employed at Cremorne?—A very small number; and the place is very well conducted.

1137. Sir *W. Clay*.] Generally your opinion is, that during the period you have alluded to, of 26 years, an improvement has taken place in the morals and good order of the great bulk of the people?—Decidedly.

1138. Do you think that upon the whole drunkenness has decreased in that time?—I think drunkenness with violence has; I think resistance to the police, and assaults, and general disorder arising from drunkenness have decreased. I attribute that partly to the better organisation of the police: people feel that resistance is useless. As to Cremorne Gardens, the superintendent reports to me, "One constable is employed for the season, paid for by the proprietor. Refreshments are supplied in the gardens, but strictly in compliance with the late Act of Parliament, no beer or spirits being sold before six or after ten. The company frequenting the above places are exceedingly well behaved, and very seldom charges are taken from any of the places."

1139. The persons who attend those gardens are very much from among the working classes, are they not?—There are a good many, but there are many persons from other classes also.

1140. What other places besides Cremorne Gardens are referred to in your last answer?—In that one division there is Richmond Park, Hampton Court, the botanical and pleasure gardens at Kew and Bushy Park. Those are all in that division.

1141. Mr. *Gregson*.] Have you been obliged to increase the number of police at any of those places on Sunday, in consequence of the increased attendance there?—I think not.

1142. Mr. *Cobbett*.] Are you aware that Mr. William Taylor, the clerk to the Westminster Police Court, gave this evidence in regard to the visits of the police to unlicensed houses: "They used to interfere with them last year, but the thing has gone on unchecked this year. The police have not visited those houses during the present year. The offences used to be detected by the police going

going in plain clothes into those houses, and buying their gin or beer, or whatever they asked for, and so proving the cases before the magistrate" ?—I was not aware that such evidence was given, till I now hear it.

1143. Do you know whether that was a fact that the police did, until the recent order, go in plain clothes into those places?—I believe it is a mistake. I am sure if the police acted as is there stated, they did wrong; and I am sure I have not authorised summonses to be taken out upon such evidence; and no magistrate grants a summons within a police district, unless upon a printed form, which has the initials of the Commissioner to it, authorising the police to apply for a summons.

1144. You do not know what was the number of such unlicensed houses in Westminster before this Act passed, and what is the number now?—I have no return on that subject. I can only state that in answer to the general inquiries I made, the superintendents state that they have no reason to believe that the number of such places has increased.

1145. You put that question to them, did you?—I did, last Wednesday; at the same time they admitted, that such might be the case, without the police knowing it.

*Edward Yardley*, Esq., called in; and Examined.



1146. *Chairman.*] YOU are a Magistrate, at the Thames Police Court, are you not?—Yes.

1147. Are you a barrister by profession?—Yes.

1148. How long have you been a police magistrate?—Nearly nine years.

1149. Have you turned your attention to the operation of the late Beer Act?—Several cases have been before me under it; none involving any very serious difficulty.

1150. How have you decided those cases?—The only case which has attracted some little attention was the case of an information against Messrs. Lovegrove, the well-known proprietors of the Brunswick Hotel, at Blackwall. It was not in respect to that hotel; but they keep a public-house or tap upon the same premises; and on the day appointed for humiliation, they kept their tap open during the whole of the day. A great number of persons were supplied with refreshment, and it was suggested that all those persons were excursionists, going down the River; but that was merely a suggestion. They relied upon another defence, which was quite untenable, and I decided against them, and fined them. I then intimated an opinion, though it was not a decision, that such excursionists were not within the definition of the word "travellers." That is the only case in which any question has arisen before me.

1151. Was that decision appealed against?—No; that was not the main ground of defence.

1152. What class of persons were the guests?—It seemed to me that the house was open for all comers; it was merely suggested that the main body of persons who were supplied were excursionists. I have had two or three other cases, but really none involving any difficulty: the case of the drovers going up to Smithfield, for instance; there was no difficulty in deciding that they were travellers. On the other hand, I had the case of the driver of an omnibus, who got refreshment within the prohibited hours; I had no difficulty in deciding that he was not a traveller.

1153. Did you draw any distinction between persons travelling on business and pleasure-seekers?—I cannot bring my mind to the conviction that excursionists are travellers.

1154. Sir *J. Pakington.*] However far they may go?—If the main object of their journey be what we may call an excursion or a promenade, I do not see that they are travellers. I do not see how we can make a distinction between those who are excursionists in a small degree and those who are so in a great degree. If I determine that a person is a traveller, because he takes an excursion down the river to Greenwich, I do not see any reason why another person is not a traveller who rides in Rotten-row.

1155. Do you draw any distinction as to whether or not the persons sleep from home?—No; in considering the question whether a person in a state of locomotion is a traveller or not, I do not make that distinction.

1156. *Chairman.*] Do you consider that an alteration of the Act is required in

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consequence of the difference in the decisions of the magistrates?—I have not turned my attention much to the subject. I was not aware that there were any difficulties, never having experienced any myself.

1157. You are aware that very different decisions have taken place?—Yes, I have heard some definitions attempted between what is a traveller and what is not. I think it is very difficult to give a satisfactory definition of what is a traveller.

1158. Perhaps you think it would be as well to put that question at rest?—I think so, decidedly.

1159. How would you propose to alter the Act, so as to set the question at rest?—I have not given my attention particularly to it, but my opinion is, that the less legislation there is upon such a subject the better. If this were entirely a new question, I have a very strong opinion that we could do without legislation at all upon the subject; but perhaps it would be dangerous to repeal all the Acts of Parliament on the subject now. There is a strong feeling among an influential portion of society that some restriction upon public-houses is necessary; and I am not prepared to say that there are not some grounds for such an opinion, but generally I would go so far as to say this, that in my opinion, though undoubtedly some good has resulted from the recent legislation, yet, balancing the good and the evil, it is to be lamented, rather than approved of.

1160. What restrictions would you place on public-houses on Sunday?—My notion is that I would have left them very much as they were before the recent Act.

1161. Do you consider that the public is very much inconvenienced by the closing of public-houses on Sunday?—Especially during that period of the day between half-past two and six; I think the rational comforts of the working classes and the community have been very much interfered with by that.

1162. You think it would be useful to extend the hours, and allow public-houses to be open after one o'clock?—Yes.

1163. To what hour would you allow them to be open?—I think 10 would be, upon the whole, a good hour for closing them, though that causes some inconvenience. Since I came into the room I have thought it would be well if the hour of closing differed at different periods of the year. I have a notion that a great deal more drunkenness takes place after sunset than before; therefore if it could be conveniently done in other respects, I think it would be well to vary the time of closing on Sunday according to the season of the year.

1164. So that the excursionists who go forth in summer might not be interfered with, whereas that objection would not exist in winter?—Just so; I think it is desirable to extend the opening of the houses till 12 o'clock in the summer months and close them earlier in the winter.

1165. You think that some alteration ought to take place in that respect?—Yes, I think, as I said before, the recent legislation has resulted in very considerable inconvenience.

1166. Do you consider the persons who go forth in excursion trains to be a respectable part of the community?—Quite so. I have some personal experience of them; I sometimes take an excursion myself down to Brighton on Sunday, and I find they are exceedingly respectable.

1167. Mr. *Scholefield.*] Do you consider yourself a traveller upon those occasions?—No, an excursionist.

1168. *Chairman.*] Is it within your knowledge that persons who are determined to drink now, take refuge in unlicensed places where they can obtain liquors?—No; any opinion I might give upon the subject would be entirely speculative. I have no fact within my knowledge on the subject; I have prepared returns showing the diminution of drunkenness on Sundays and other days in my district; I consider however those returns not to be altogether conclusive. There have been several causes operating in my district to check drunkenness quite independent of the recent legislation; for instance the extensive enlistment which has been going forward for the army and the militia, and also the very prolonged winter we had, and the exceedingly severe weather for two months. Sir Richard Mayne said he thought that that had increased drunkenness. I come to quite a different conclusion, and for the very reason Sir Richard Mayne suggested, that there must have been a diminution of drinking. He said, the long-prevailing easterly winds had the effect of keeping the sailors in port. Now the effect of long-prevailing easterly winds has quite the contrary effect,

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for they take the ships out of port and keep them in the chops of the channel when they are coming in. I know from my own experience, inasmuch as my district comprehends all the docks, that there was a remarkable diminution of such cases during that very long period.

1169. You mean cases of sailors being charged with drunkenness?—Yes. The other portion of the labouring classes who reside in that district, were in such a wretched state of poverty that they had not the means of indulgence.

1170. Mr. *Villiers.*] Are the Committee to understand that the east wind prevented sailors coming in, and also prevented sailors going out?—No; it enabled ships to go out; but it caused an accumulation of ships coming in, in the chops of the channel.

1171. Mr. *O'Brien.*] The Hammersmith magistrate decides that an omnibus driver is a traveller; you decide that he is not?—Yes.

1172. Therefore a man going from Hammersmith to the Thames Police Court is not a traveller; but if he goes from the Thames Police Court back to Hammersmith he is?—I am afraid the effect of that will be, that if he refreshes himself twice on the road he will be perfectly certain of being caught at my end. The following is a return of the cases of drunkenness from and including August 1853, to and including July 1854. Cases of drunkenness on Monday only, 724. From and including August 1854, to and including May 1855, on Monday only, 379. I have also a general return of the whole number, and it accords completely with what Sir Richard Mayne observed as to that district.

1173. Mr. *Gregson.*]. What is the population of your district?—It is between 400,000 and 500,000; that is the fixed population. I have besides that a great floating population constantly coming in and going out of the district.

1174. To what extent do you suppose?—I cannot say. The returns of the tonnage of the Port of London would give the Committee better information on that subject. Taking the whole number of cases from and including August 1853, to and including July 1854, the number of cases were 2,029, or about 169 a month. From and including August 1854 to and including May 1855, the number of cases were 1,583, or 158 a month. I would observe that this excludes the months of July and August, and it includes two months in which there certainly was a very great diminution of drunkenness from other causes than that which the Committee are discussing; so that I am inclined to think, if we go on in the same way for the whole of the year, there will be no appreciable difference.

1175. Mr. *Villiers.*] In your district?—Yes; although undoubtedly there is less drunkenness on Monday than there used to be.

1176. That you can speak to from experience?—Yes, and from the returns.

1177. Are the cases which come before you cases of people who are incapable of taking care of themselves?—This return includes all the cases in which drunkenness is an item of the charge.

1178. It does not include the cases in which policemen take the men home?—I know nothing of such cases.

1179. Do they ever conduct them to the station, and discharge them without bringing them before the magistrates?—No, they do not seem to think they have that power.

1180. Do you know that that is not done in other districts?—I do not.

1181. Do you know that it is invariably done in the city of London, unless the charge is an aggravated one?—No, I am not aware of that.

1182. Every case of drunkenness comes before you?—Yes.

1183. What sort of persons are the offenders, generally speaking?—Frequently sailors; and, I am sorry to say, a vast number of women, some of them being married women, with families: I am sorry to say the vice of drunkenness prevails very much among women. In that district there are, as may be supposed, from the nature of the population, a great number of sailors.

1184. Are you made cognisant of the places where they get drunk?—No; I presume generally it is in the public-houses. There have been some cases proved before me; in fact, I may say not unfrequently, where liquor has been drunk in the prohibited hours at very bad places indeed.

1185. That has not particularly happened during the last year?—No; my notion, as far as I can recollect the events of last year, in reference to this matter is, that there have been fewer of those cases proved before me than formerly.

1186. You do not know at what hour the cases of drunkenness principally

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arise, whether it is late in the evening or not?—That I have not made a matter of special investigation. I should say generally it is late at night.

1187. You are of opinion that if the houses were closed, it would prevent that drunkenness which takes place late at night?—I do not say it would prevent it altogether; it would prevent the public exhibition of drunkenness to the degree we have seen it. My notion is, that if a person is inclined to indulge in drink he will find the means of doing so; and very frequently, if prevented from getting drunk at public-houses, he will get drunk elsewhere, and those cases are not so likely to come within the cognisance of the police.

1188. There are considerable attractions in some of the gin palaces, are not there?—I never was in one of them in my life. There are outward attractions.

1189. Those outward attractions may induce people to enter them late in the night?—Yes, no doubt.

1190. You presume that if they were closed such persons as get drunk in them would not do so?—I do not know that; my opinion is rather the other way. I think that where a person is inclined to drink he will find the means of doing it.

1191. You do not think they acquire the habit from being first attracted by the gin palace?—I have no special knowledge upon that point.

1192. Sir *W. Jolliffe.*] You say you have had some cases of informations against persons for selling spirits in low houses; do you know whence those spirits were obtained?—Sometimes from public-houses; but at other times it has been proved that they were spirits of a very bad description, the produce of illicit distillation.

1193. In your district, perhaps, spirits are occasionally introduced which are contraband?—Undoubtedly.

1194. *Chairman.*] Have you any return of the informations laid against publicans for selling beer or spirits during the prohibited hours on Sunday?—Yes.

1195. Does that return specify the hours during which the offence was committed?—No; I have a return of the numbers immediately before this new Act and immediately after it: from and including August 1853, to and including July 1854, the number of cases was 80; dismissed, 39; convicted, 41. From and including August 1854, to and including May 1855, cases, 97; dismissed, 59; convicted, 38. So that the number of informations laid against publicans since the new Act has very considerably increased. Under the head of "Dismissed" are included those cases which I and my colleague considered to be of so trifling a nature, that although the offence was legally proved within the terms of the law, we allowed the defendant to go, on paying the costs of the summons.

1196. Mr. *Villiers.*] What do you consider to be a trifling instance of such an offence?—If within the prohibited hours a poor man's wife was met coming out of a publican's house with a jug of beer for his dinner, though that is legally wrong, we consider it so trifling an offence that one is disinclined to punish her for it.

1197. And were all those cases of that character?—Of such a character; I give that as an instance.

1198. The majority of cases in both years, you have dismissed?—In the last year, the majority of cases were dismissed. I account for that in this way: when a new Act comes into operation, of course we are always inclined to be more lenient, thinking the offence may have been committed inadvertently. There is another reason also why this new enactment has materially increased the number of offences. A man has to keep his house closed till one o'clock; then he must close it at half-past two; he cannot open it again till six; so that there are two additional offences created by the Act of Parliament.

1199. The hours are different, but there were the same number of closings before?—Formerly, when a man opened his house at one o'clock, he might keep it open for the whole of the day.

1200. In your district, was that so?—Although the law was otherwise, yet practically it was the case that a man might keep his house open the whole of the time, from one o'clock till midnight. But under the present Act, if he does not close his house at half-past two, he commits an offence; if he opens it again before six, he commits an offence; which might of itself account for the increase of offences under the act. It has always been my practice, if a man merely transgressed

transgressed the law by a quarter of an hour or 20 minutes, to be very lenient towards him. I have allowed him to be discharged upon paying the costs of the summons. *E. Yardley*, Esq. 12 July 1855.

1201. The majority of the cases which came before you during the past year were very paltry cases, apparently?—They were breaches of the law, but very trifling ones. I presume the police think they are not authorised to exercise a discretion; they have general instructions given them how to act, and they leave the discretion to the magistrate as to the amount of punishment.

1202. Mr. *Cobbett.*] When you have cases brought before you, in which the defence is that the guest was a traveller, on whom do you throw the onus of proof that he is so?—I cannot conceive how that difficulty can arise. It is my practice to get evidence bearing upon the case, from whatever quarter it may come. I should say, though the question has scarcely ever arisen before me, that if it should appear that a publican had good reason to believe that all the persons who came into his house were travellers, he ought to be exonerated; but I certainly differ altogether in opinion from those gentlemen who have stated that the onus lies upon the publican to prove that they are travellers; I think the whole offence must be made out against him.

1203. That is, the informer must prove that the guest does not come within the exception?—Yes; he must give evidence to raise a fair presumption that such is the case.

1204. Mr. *Gregson.*] You spoke of informations against unlicensed houses; had you such informations before that last Act passed?—Yes.

1205. What is the comparative number at present, as compared with the number previously?—My notion is that there have been fewer recently, though I have no return which will enable me to speak of it with certainty.

1206. Mr. *Cobbett.*] From whom have you obtained your information respecting those houses?—From the police.

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*Martis*, 17° *die Julii*, 1855.

MEMBERS PRESENT.

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| Mr. Berkeley. | Mr. O'Brien. |
| Mr. Brand. | Mr. Villiers. |
| Major Baring. | Sir William Jolliffe. |
| Mr. Cobbett. | Sir William Clay. |
| Mr. Cheetham. | Sir John Pakington. |
| Mr. Gregson. | |

THE HON. F. HENRY F. BERKELEY, IN THE CHAIR.

*George Percy Elliott*, Esq., called in; and Examined.

1207. *Chairman.*] WILL you state what Police Court you preside over?—I am Police Magistrate at the Lambeth Court. *G. P. Elliott*, Esq. 17 July 1855.

1208. Are you a barrister?—I am.

1209. How long have you been a magistrate of that court?—About nine years.

1210. Do you sit on Monday?—I always sit the first three days of the week.

1211. Have you had many cases under the Beer Act of last session before you?—I have not had any.

1212. You have had no experience as to the working of the Act?—I have had no experience as to any legal questions arising under the Act.

1213. What is your opinion of the operation of the Act?—I may state most confidently that both myself and the officers of the court observed that it had an effect in reducing the amount of offences on the Monday morning.

1214. What was the case on Tuesday morning?—I did not perceive that there was any difference on any other day of the week.

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1215. Have you had any complaints of the inconvenience which the Act causes to the public?—I have not personally had any; I have not myself heard of any complaint of any kind. I have been almost surprised that the Act was so entirely acquiesced in without any complaint.

1216. Have you made any estimate as to the comparative number of cases of drunkenness in the years 1854 and 1855?—I have never made any estimate of that kind; but I consider the comparative amount of drunkenness is not the only test as to the effect of the Act, because a great number of the cases which come before us are cases arising out of drunkenness. We all know that the effect of keeping public-houses open at night is, that it induces prostitutes and thieves to remain about the whole night, for the purpose of waylaying persons who are coming in a state of intoxication from the public-houses; therefore it is not only a question simply with respect to the persons brought before us for drunkenness, but it applies also to the diminution which has been produced by the temptation to crime being taken away which springs from persons remaining in the street all night. I consider that is one of the principal grounds of the reduction of our work on Monday.

1217. Have you heard that drunkenness has removed its place from licensed houses, and is now to be found in private dwellings and coffee-shops, and places of that kind?—I have not heard that stated at all, nor have I had any complaint from the police with regard to such other places being open for the sale of beer, not being licensed.

1218. Were such a fact proved, would you consider that it would be infinitely more objectionable that drinking should take place in such localities, than under the surveillance of the police?—In London the objection does not rise to such an extent, because by the Police Act all places open for public entertainment, whether licensed or not, are subject to the jurisdiction of the police, and liable to a penalty if they encourage drunkenness, harbour prostitutes, or commit any other offence.

1219. Supposing those prostitutes and persons of ill character whom you have named convey their victims to out-of-the way places, where drinking begins and is carried on, should not you consider that to be much more objectionable than that they should go through the usual routine of waiting for them where they are under the inspection of the police?—Decidedly. The places to which they take them to rob them are probably houses of a low and bad description; and unquestionably, if there are houses of that description open, it is a great evil.

1220. You are probably aware, as a magistrate, that complaints have been made from time to time of drink having been sold in coffee-houses and the places at which small beer is sold?—I have not had any, except the very smallest amount of complaint of that kind before me.

1221. Mr. *Villiers.*] If there had been such places open as have just been described, and victims had been taken there for the purpose of being made drunk, and for the purpose of committing offences, you would have been made cognisant of it?—I certainly should have heard of the cases if they had been brought before me, but I am not aware of any increase of complaints of that kind.

1222. The presumption is, that if a habit existed of decoying people into those places for the commission of crime, that would have come under your notice?—It must have done so.

1223. If there were this fresh cause or opportunity for crime, no doubt crime would have been committed, and you must have been made cognisant of it in some way?—Certainly.

1224. Have you had one single case during the year of a person having been drawn into any such low place, and have you had it in evidence that it was for the purpose of obtaining liquor in consequence of the public-houses being closed?—I have never had anything of that kind brought directly before me. There is no question but that a great many cases come before me where persons are inveigled into low houses, and possibly drink may be obtained there; I have not had any information from the police on that subject.

1225. You have no reason to believe that it is done more on Sunday now than it was before?—I have no reason to know it.

1226. I take for granted that there is some record in your office of the cases which have occurred of drunkenness or outrage, and other offences in consequence of drunkenness, and you could compare them with the preceding year?—Undoubtedly;

Undoubtedly; the officers of the court could do that. There is a record kept of every offence which occurs in the police court.

1227. Have you made any comparison between the number of cases this year and last year?—No, I have not; I am only speaking from my general impression that there has been less work to do on Monday, in reference to the night charges, than there used to be.

1228. Have you inquired of those who are likely to know whether that is in consequence of the public-houses being closed earlier?—I have not made any inquiries on the subject.

1229. You only find the fact to be as you state?—That is all. With respect to the alteration which originally took place, closing all public-houses at 12 o'clock on Saturday night, the Legislature simply said the houses were not to be open in future till after one o'clock on Sunday; the decision of the magistrates upon that was, that public-houses had no right to be open after 12 o'clock on Saturday night, and a beneficial result was produced.

1230. They are closed by Act of Parliament?—The provision in the Act of Parliament simply was, that the public-houses were not to be opened till after one o'clock on Sunday; but the construction put upon that by the magistrates was, that publicans were not to keep their houses open after 12 o'clock at night, and that has been acquiesced in, and always acted on.

1231. Because Sunday begins after 12 o'clock on Saturday night?—Yes.

1232. Did you say you had never had a case involving the construction of the word "traveller" before you?—I have not; it is not a new provision in the Act of Parliament; the word "traveller" occurred in the preceding Act. That Act provided that no publican or person should open a public-house during the usual hours of Divine service in the morning or afternoon except for travellers or lodgers; the only alteration in the new Act of Parliament was, that the words "*bonâ fide*" were added. The word travellers had been acquiesced in for such a long period of time that there had been scarcely a question upon it.

1233. Have you put any peculiar construction upon the words "*bonâ fide* travellers"?—I have never had occasion judicially to do so; if I had done so I should have attentively considered the matter, more particularly finding that there is a difference of opinion among magistrates on the subject.

1234. Do you consider those words to be very perplexing?—There may be a difference of understanding as to the meaning of the words. If they were intended to apply to every person who went for a short distance into the country, it would be a most perplexing point for the publican to decide whether he was to serve such a person or not, because it would be an inquiry in every case whether the person was living as a close neighbour, or came from a short distance. I believe the interpretation put upon the word has been, that it did not apply to those cases, but only to the cases of persons coming from a somewhat considerable distance. As far as I know that has been the interpretation acted upon by the publicans.

1235. Is there any particular day when you hear complaints against publicans for entertaining persons alleging themselves to be travellers?—No; the police apply for a summons, and the party is brought before me on any day. The first time it was brought to my notice, was when one of the inspectors came to inquire with reference to a case which had occurred at Penge. It was a case where a person coming from, I do not know exactly where, but some little distance, stopped at a public-house and took refreshment, and when one of the police inquired of me whether I considered that that was a case in which they ought to take out a summons, I said it was not for me to give them advice, it was for them to act upon their own view and I was to decide the case; but if they asked me whether I thought it was desirable to take out a summons in that case, I should say it was not.

1236. Have you ever had any difficulty in defining the word traveller without the words *bonâ fide* being added to it?—I have never had the question raised before me.

1237. How long have you been on the bench?—Nine years; I believe the practice has been under the old Act to keep the public-houses closed during the hours of Divine service.

1238. The offence arises from the very fact of their being closed, does not it, and persons being entertained during the prohibited hours?—The offence would be selling liquors during the prohibited hours.

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1239. As with respect to those hours there was a prohibition, and has been for some years past, with exceptions in favour of lodgers and travellers, have you ever had a complaint made to you against any publican for supplying refreshments to persons other than lodgers or travellers?—The question as to lodgers has frequently arisen in the case of beershops particularly, but I do not remember having had the question as to travellers before me.

1240. Till the words "*bonâ fide*" were introduced, you never heard of any difficulty that was experienced in the interpretation of the word "traveller"?—I never heard that any questions arose till the passing of this new Act, which being more stringent than former Acts, I suppose a greater desire to extend the exceptions in the Act has arisen.

1241. Do you consider that the Legislature intended to give a stricter interpretation of the word "traveller" by adding the words "*bonâ fide*"?—I do not suppose they intended to give a more liberal interpretation to it by using those words. It is very difficult to tell what the exact object of the Legislature may be in introducing words into an Act of Parliament, but if a difference of opinion arises upon this question, it must be decided, like every other difference, by a superior court, if the question be found to be one which is of sufficient public importance to warrant an appeal.

1242. Do you mean that there can be an appeal upon a conviction under this Act?—I imagine so.

1243. Mr. *Cobbett.*] Within the metropolitan district; but there is no general right of appeal?—The Police Act gives a power of appeal whenever the penalty is above 3*l.*

1244. Mr. *Villiers.*] I understand you to say that during the nine years you have been upon the bench, before this recent Act passed, you never had charges brought before you against publicans for entertaining persons during the prohibited hours, and you never heard of any inconvenience being experienced by the public from the houses being closed during such time as they were closed?—I never had a case brought before me, that I recollect, of any inconvenience complained of.

1245. *Chairman.*] Do not you conceive that a vast deal of inconvenience must arise to the publicans and to the public from the various conflicting decisions which have taken place under this Act?—Unquestionably it must be most undesirable to have a conflict of decisions upon any point, particularly upon this, which is one of daily occurrence.

1246. Would not it be desirable to set the conflict at rest?—Decidedly.

1247. Mr. *O'Brien.*] Are you enabled to say whether the decrease of charges on the Monday morning, to which you have alluded, has arisen from a decrease of drinking on Saturday night or Sunday?—I have never drawn that particular distinction; but the law which closed public-houses on Saturday has been in existence for some time. If you were to repeal the present Act, the Licensing Act would still require public-houses to be shut up during the hours of Divine service in the afternoon. The alteration which has been made by the recent Act is, that the time of closing is fixed from half-past two till six, and after 10 o'clock at night. Before that alteration the public-houses would be kept open all night, as they may still be during every other night in the week.

1248. Major *Baring.*] Have you any reason to suppose from your experience at the Lambeth Police Court, that considerable inconvenience is felt by the public in consequence of the closing of the public-houses till six o'clock?—I have heard it stated that six o'clock is considered a longer time than is required, and that five o'clock would for all purposes of Divine service be sufficient. The restriction till six o'clock, it is said, is not required for the purposes of Divine worship, and therefore it would be a convenience for persons to be allowed that hour.

1249. Do you think it would be prejudicial that the time should be extended from 10 o'clock at night till 11, or half-past 11?—My experience strongly is, that closing public-houses at a reasonable hour at night is beneficial. The longer they are kept open, the more drunkenness there is; but if the public convenience requires that they should be kept open till 11 o'clock, I do not imagine it would be such a grievance as would create any great public inconvenience.

1250. Mr. *Villiers.*] Have you any idea when cases arising out of drunkenness occur; is it late or early in the night?—The greater number of the cases certainly occur late.

1251. You would say, probably, after 11?—Yes. By a regulation of the police

police commissioners, all persons found drunk and incapable in the streets are taken up and brought to the station, and brought before the magistrate the next morning. They are not discharged till then, which has been found most beneficial in protecting them very often from robbery; and also to some extent, making it a disgrace for persons to be brought before a public court.

1252. Do you mean that the police will not discharge them themselves?—No; they will sometimes take bail, but they never discharge a person in a state of drunkenness.

1253. You have heard some allusion made to persons who are found in the streets being decoyed by prostitutes and bad characters; are they generally persons who have left the public-house late at night, in a state of intoxication?—A very large class of cases are undoubtedly of that description.

1254. Mr. *Brand.*] What was the practice in your district prior to the passing of the recent Act, as to the closing of public-houses in the afternoon of Sunday?—As far as I can speak from my observation, I do not think that during the hours of Divine service from three to five, it was the practice to serve anybody. It is not a matter I have personally inquired into, but as far as I can judge from what I have seen, I believe the practice generally was not to serve parties with liquor during those two hours.

1255. Mr. *Cheetham.*] And no cases arose before you, raising the question respecting "lodgers" during those hours?—I have had repeated cases as to lodgers; not so often, however, in public-houses as in the case of beershops.

1256. Did those cases occur between the hours of three and five, or in the morning?—At all times of the day, questions have arisen between the police and the owners of houses with respect to lodgers. When we find the parties to be lodgers, of course the case is dismissed.

1257. Major *Baring.*] Do you consider that the opening of places of public amusement, such as gardens and museums, tends very much to decrease drunkenness on Sunday?—I have not experience enough to form an opinion upon that subject.

1258. Sir *W. Jolliffe.*] Under the law as it existed prior to the passing of the last Act, when public-houses were closed from three to five, were complaints made of any inconvenience which the public sustained?—I have not heard of any.

1259. Since the passing of the last Act, has the closing of houses from five to six been mentioned to you as a cause of inconvenience in many instances?—I have heard it mentioned by individuals; I do not mean publicly in court, but individuals have stated they thought the hour, from five to six, was an inconvenient hour for public-houses to be closed.

1260. Those complaints have been made exclusively since the passing of the last Act?—Certainly.

1261. Mr. *P. O'Brien.*] Are you aware whether under the last Act there was an intimation given to the police by the higher authorities that they were not to bring charges which might arise between the hours of three and five in the afternoon?—I was not aware of that; it is possible it may have been so.

1262. Sir *W. Jolliffe.*] You have no doubt that in your court the number of offences brought forward on Monday morning has decreased since the passing of the last Act?—That is my impression, certainly.

1263. Do you allude to other cases, as well as those of drunkenness?—Yes; I am not speaking particularly of cases of drunkenness, but I am speaking of cases of disorder and rioting. I think they have been fewer on Monday morning since the passing of the last Act.

1264. I am afraid drunkenness is the principal cause of those other offences, is it not?—It is the great cause. If you could get rid of drunkenness, you would get rid of half, if not three-fourths, of all the cases which come before us.

1265. Therefore the good effect of the restriction of hours would not be tested by taking the drunken charges only?—Unquestionably not.

1266. Mr. *Villiers.*] Are you Mr. Norton's colleague?—I am.

1267. Are you of the same opinion which he expressed, which was, that there is much less drunkenness on Sunday than on any other day of the week?—My experience is, that all holidays tend to increase the amount of offences of that nature.

1268. When are wages generally paid in the district in which you sit; is it late

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late on Saturday night?—I know that some of the principal persons in the district pay their men on Friday.

1269. Probably you think that one of the great advantages of closing public-houses earlier on Saturday night than they used to be closed is, that the men have their wages on that night?—It is a good thing that the men should have their wages in proper time, so that they may not have to spend them on Sunday.

1270. It is a great temptation to a working man, is not it, to have nothing to do, and to see the public-house door open when he has his wages in his pocket?—No doubt of it.

1271. *Chairman.*] You have been asked whether your opinion coincides with Mr. Norton's. Does your opinion coincide with that of the Right honourable Member for Wolverhampton, who states that the people cry aloud to be protected from their own infirmity of drunkenness?—I believe that anything which takes a man away from the public-house, and induces him to remain at home with his own family, instead of spending all his money in the public-house, is a great blessing to him, and he will acknowledge that himself.

1272. Have you heard such outcries from people?—I have not.

1273. Mr. *Villiers.*] Perhaps you have never heard that anybody has stated that?—Except from the Honourable Chairman, I have not.

1274. *Chairman.*] The paper before me, which is called "The Alliance," states Mr. Villiers to have used these words, "The poor knew the infirmity of their nature; they knew they were not able to resist temptation, and they prayed the Legislature to interfere to protect them from their own weakness." Do you believe that the people do cry aloud, and that generally the working men of this country consider that they are so very weak that they require to be protected from their own weakness?—I believe everybody would think it an advantage to have temptation removed, if he were liable to yield to it.

1275. Do you consider that to be the opinion of the working classes?—I am not sufficiently acquainted with the working classes to give an opinion of that kind. I have never myself heard them cry out in that way.

1276. Mr. *Villiers.*] Have you ever heard of any great meeting held in Lambeth, calling for the repeal of the Beer Act, or calling for the houses to be more open than they are at present?—I am not aware of any; there may have been such meetings.

1277. If you heard that petitions had been presented to the House of Commons, signed by working men, praying that public-houses should be further closed on Sunday, would that be matter of great surprise to you?—I should not be surprised; I should think it a great mark of the improvement and increased enlightenment of the people.

1278. You are aware of the existence of associations of tee-totallers?—I have not heard so much of them of late years; they do exist, no doubt.

1279. Do you or not believe that drunkenness is on the decline?—I can hardly say. My experience in the court is, that there is a great deal of drunkenness.

1280. Do not you believe that the working classes are much more sober than they used to be?—Yes, I think they are.

1281. Do you believe their hearts are so set upon beer that they care for nothing else but having the public-houses open the whole of Sunday?—No, I do not think that.

1282. *Chairman.*] Do not you consider that they have much the same feelings as the wealthier classes; that they wish for refreshments at proper times and proper seasons, and that they ought to be equally protected?—Undoubtedly. I was very much struck with what takes place in Switzerland. There there is a very strict law on the subject of the sale of liquor; but the law is carried out most impartially. If you go to the largest hotel, you find that after a certain hour you can get no liquor of any kind; and I dare say honourable Members have observed a notice stuck on the mantel-piece, stating that it has been found so beneficial, and tends so much to the prosperity of the people, that places should not be open for the sale of liquors after a certain hour, that it is hoped strangers will cheerfully acquiesce in what is intended for the general good; and they also beg to inform you that they cannot supply you with provisions after a certain hour, as it will tend to keep the house in disturbance, and prevent the general advantage and rest and quiet which is desired.

1283. Mr. *Cheetham.*] Accommodation in Switzerland is not refused to travellers

vellers so far as regards lodging, is it?—If you come in after a certain hour, the rule is, that no person can have refreshments in liquor. *G. P. Elliott*, Esq.

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1284. But supposing he wishes to stay at the house, he is not prohibited from so doing?—No; and he can get soda-water, and such things, if he wishes it. I imagine any such law as that, in order that it may be acquiesced in, should apply equally to all persons. It should not apply to the beerhouse alone, but to the hotel also.

1285. *Chairman.*] In any computation which may be made as to the increase or decrease of drunkenness in the year 1855, do you not consider it necessary to take into consideration the great diminution in the number of drunken characters which must have been caused by the recruiting in the army, and navy, and militia?—I have no doubt that is one great source of drunkenness.

1286. The removal of such drinking characters would tend to decrease drinking, would it not?—There has been more recruiting, and more of that species of drunkenness of late than ever was known before, I think.

1287. Do not you argue from that, that the drink, which is such a means of gaining recruits for Her Majesty's army and navy, would probably be resorted to by those persons who take so much pleasure in it at other times when they can get it; they would be drinking characters, would not they?—Yes.

1288. Therefore, by the removal of those persons by recruiting, do you not remove so far a source of crime from the country?—No doubt.

1289. Mr. *Cheetham.*] So long as the recruiting is continued the drinking goes on, does not it?—Undoubtedly. I had a large body of the Turkish Contingent before me the other day, who had misconducted themselves in regard to liquor.

1290. Sir *W. Jolliffe.*] That was probably on account of their pockets being full of money just then?—Yes.

1291. And that has been going on this year in an increased degree?—Certainly.

1292. If you give a certain number of young men a greater quantity of money than they require, they will be apt to spend it in drink?—It is so.

1293. Mr. *Cheetham.*] Are the Committee to understand that you object to the existing law?—I have no objection to the existing law.

1294. I understood you to say that if a law were passed for the ordering of public-houses, or the prevention of drunkenness, that law should be imperative upon all alike?—I think so.

1295. That is not the case with the existing Act, is it?—The law is applicable to all classes of public-houses, hotels included. The distinction at present is, that public-houses are allowed to be kept open all night, whereas beerhouses are closed at 11 or 12 o'clock.

1296. Are there any cases brought before the magistrates from the large hotels?—I have had cases before me in which hotels have been kept open for the purpose of selling liquors. They come within the cognizance of the police, just as any others do.

1297. *Chairman.*] Are you aware that Mr. Norton stated from the Bench yesterday that "he wished some of the Members of the Committee were present in that court, and they would find that the Act caused parties to drink so quickly as to increase drunkenness?—He may have so stated, but I was not aware of it.

1298. Mr. *O'Brien.*] During the past winter, have not prices been very high in your district, and wages very low?—Decidedly. I never knew so much distress as has prevailed during the last winter.

1299. Would not that account for the fact of there not being so many cases of drunkenness, the people not having the means to obtain drink?—I am not prepared to say that on other days there was less drunkenness last winter than before; all I have said is, that on Monday morning, I think, after the Act came into operation, we had a less amount of work to do.

*Gilbert Abbott A'Beckett*, Esq., called in; and Examined.

1300. *Chairman.*] OVER what Police Court do you preside?—The Southwark Court. *G. A. A'Beckett*, Esq.

1301. Are you a barrister?—Yes.

1302. How long have you been a magistrate of that court?—About six years.

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1303. Have you turned your attention to the Sunday Beer Act of last Session?—Yes.

1304. Do you think the Act generally has worked well, and has tended to decrease drunkenness, and do you think that it acts for the convenience or otherwise of the public?—I think it has for the present diminished drunkenness, but I do not think it acts for the convenience of the public.

1305. Do you sit on Monday?—I do.

1306. Do you find the number of cases brought before you on Monday to have been at all affected by the late Act?—I think there is a decided diminution in the number of cases of Sunday drunkenness.

1307. What is the fact on Tuesday?—I do not think there is any perceptible increase on Tuesday.

1308. You say you think this Act operates inconveniently to the public; does it do so to the working classes in particular?—I do not think it does to the working classes in particular; I have heard a great many of the middle classes complain a good deal of it.

1309. Would it not act very inconveniently as regards persons who are going out by excursion trains on Sunday, and who may be returning after 10 o'clock, who would find all the houses closed, and that there was no possibility of their obtaining refreshment?—Possibly they might be entitled to have refreshment as travellers.

1310. Do you remember the report in the "Times" of what occurred on the first night of the operation of the Act; it would appear that there was nearly a riot in consequence of the houses being all closed, and the persons who had been out of town not being able to obtain proper refreshment?—I did not see that report. Of course if persons come to town and being entitled to refreshment find all the houses closed, they would be likely to be very much dissatisfied.

1311. Are you aware that publicans are subject to such penalties by this Act, and in so many ways, that they have very great hesitation in opening their houses to persons on Sunday?—I should say that publicans are placed in a very awkward position; they are bound by the law to supply refreshment to travellers, and yet they appear to have no means of ascertaining who is a traveller.

1312. Do you consider that in the case of an information under this Act, the *onus probandi* should rest upon the informer, or upon the person accused?—I think the *onus probandi*, according to the Act of Parliament, must rest upon the person accused.

1313. Does not that present a dreadful state of things to a man who is accused?—It certainly seems a great hardship that a man is liable to an indictment for refusing refreshment to a traveller, and also that he is liable to a punishment for supplying refreshments to a man who is not a traveller, and he has no means of ascertaining who is a traveller and who is not.

1314. Does not that tend to place the public generally, and the publicans in particular, in a very unfortunate position?—The publicans in particular.

1315. Have you had any informations brought before you under the present Act?—I have had only one case, I think.

1316. Will you be kind enough to tell the Committee how that case was disposed of?—I dismissed the complaint; I ascertained from the persons who brought the information, who were police, that they themselves had strong reason to believe that all the parties who were served had just arrived from the country by an excursion train.

1317. Mr. *Cobbett.*] You considered that they were travellers?—I considered that they were travellers, and dismissed the complaint upon that ground.

1318. How far had they come?—I do not know how far they had come; but I do not think the distance a traveller goes, or the purpose with which he goes, has anything to do with the question of whether he is a traveller or not.

1319. Sir *J. Pakington.*] As you object to that mode of defining a traveller, will you have the goodness to state what is your own mode of defining a traveller?—It is more easy to say who is not a traveller than who is; at all events, he is not a traveller who stays at home. I should say, that the magistrates feeling the difficulty of coming to an agreement as to the definition of the word, are waiting very anxiously for a definition of it.

1320. Do you hold any man to be a traveller who has gone so far from his house

house as to make it reasonable that he should require refreshment elsewhere?—I should say he certainly would be a traveller.

1321. Mr. *O'Brien.*] How is the publican to ascertain the fact in that case?—He has no means of ascertaining it. There is a case reported in which a publican was indicted for refusing refreshment to a traveller, and it was there laid down by Mr. Justice Coleridge that an innkeeper who asked him some questions had no right to ask him any questions whatever; he said to the jury, "You and I would think an innkeeper very impertinent who asked either the one question or the other of any one of us." That case is reported in 7th Carrington and Payne's Reports.

1322. Mr. *Villiers.*] What is the date of that case?—1835.

1323. You would not leave the law without any exception, would you; you would not close public-houses for certain hours and not leave any exception in favour of travellers or lodgers?—I think it would be better to close them altogether than to leave an exception which cannot be defined.

1324. Would not there be a great amount of inconvenience experienced from the houses being closed for 13 or 14 hours out of the 24, so that no person could get any refreshment whatever?—I do not say such would be a wise course, but I think certainty, even of the worst kind, is better than uncertainty.

1325. The case has seldom arisen before you, apparently; you have very seldom had informations against publicans brought before you?—I have had informations against publicans for serving liquor during the prohibited hours, but the question of whether the parties were travellers has not arisen.

1326. That is the publican's defence, is not it; he always alleges that as his excuse, does not he?—He does not always allege as an excuse that the parties were travellers. I have had no case that I can recollect except that one I have mentioned, in which the excuse was that the parties were travellers; most commonly the excuse is that they are lodgers.

1327. Then it is not a very great or general inconvenience that there is this exception in favour of travellers?—I have not experienced the inconvenience myself.

1328. Mr. *O'Brien.*] Can you account for your having had but one case, in reference to the interpretation of those words in the Act, from the fact of the publican being afraid to take persons in when he is not certain that he can afterwards prove that they are travellers?—It may be so, or it may be that as I sit on the early days of the week, my colleague may have had cases of that kind.

1329. The publican thinks he is more likely to be the subject of police proceedings than to have an indictment preferred against him by the traveller for refusing him entertainment?—That may have some effect.

1330. Mr. *Cheetham.*] Have you any information to give the Committee as to the comparative number of cases of drunkenness since the passing of the Act, and before?—I think there has been a decided diminution in the amount of drunkenness, and the offences arising out of it.

1331. Have you examined your books upon that point?—For some time I kept an account myself of the number of cases of Sunday drunkenness. I had not done so before the passing of the Act, but from my general recollection of the great number of cases I used to have on Monday morning, I felt no doubt, on its coming into operation, that there was a decided diminution.

1332. Mr. *Villiers.*] What is the evidence you are prepared to give of the inconvenience caused to the public by the recent Act; are there cases of disorder in consequence of a great number of persons arriving at one time and wanting to get into the public-houses?—I am not aware of any cases of disorder.

1333. You say it is not the working classes who are so much inconvenienced as the middle classes?—I have heard more of the inconvenience to the middle class.

1334. Do the working classes generally go out on Monday morning rather than on Sunday?—A great many do; but there are some who cannot do so, but who have to work all the week.

1335. Sir *J. Pakington.*] Do not the respectable portion of the working classes generally desire to be at home by 10 o'clock on Sunday night?—I should say they would; they ought to wish it, possibly.

1336. With regard to the middle classes, who have complained of the inconvenience, do you speak of shopkeepers?—No, I speak rather of persons in my own sphere.

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1337. Is not it fair to suppose that persons of the middle class have a home to which they may go at that hour of the night when they return to London, where they may get refreshment?—I do not mean that they complain so much of public-houses being closed after 10 o'clock as before six o'clock.

1338. I understand you to say now, that though you have received complaints from the middle classes of inconvenience caused by this Act, those complaints have referred to the hours in the afternoon, and not to the early closing at night; is that so?—When I say I have heard such complaints, I mean that I have heard them made in conversation, and those complaints have applied to both periods of the day.

1339. To which chiefly?—I should say about equally.

1340. What does the respectable member of the middle classes complain of in respect to the closing at 10 at night?—I cannot say I have heard any specific complaint of any case.

1341. Will you be good enough to tell us precisely what it is you have heard?—I have heard persons complaining generally of the public-houses being closed; I have principally heard that from people who have said they have been walking in the country between two and six, and have been unable to obtain refreshment in consequence of this Act, and they condemn the whole Act.

1342. Still you do not meet my inquiry; you tell the Committee you have heard complaints of the working of the Act; those complaints, you say, are partly against the afternoon closing and partly against the night closing. I asked you which was most complained of, and you said they were complained of in equal proportions; now I ask you, what is the nature of the complaint which you have heard in regard to the closing at 10 at night?—I have had no complaint made to me in my magisterial capacity.

1343. In any capacity what complaint have you heard made to you; what do the parties complain of?—They complain that persons (not necessarily themselves) who are out in the country, cannot obtain refreshment between two and six, and cannot, on arriving from the country after 10, obtain refreshment in London.

1344. I understand you to say that you have not heard so much actual complaint as you have heard an expression of opinion?—Precisely so.

1345. Has any member of the middle classes ever told you he had been himself greatly inconvenienced by the closing of public-houses at 10 o'clock at night on Sunday?—No.

1346. Mr. *Villiers.*] Those are not the classes which are likely to get drunk; so that, if the hours were extended, it would not tend to promote drunkenness as respects them?—No, I should say not.

1347. *Chairman.*] Are you aware that Sir Richard Mayne has stated that there were 3,000 persons who arrived after 10 o'clock on Sunday night at one of the railway stations?—I am not aware of that.

1348. Should not you consider that those persons, being composed mostly of the working classes, would suffer great inconvenience from not being able to obtain refreshment?—I should say so.

1349. Mr. *Brand.*] Under your view of the law they would receive refreshment as travellers?—They would not receive it; they might be entitled to it.

1350. *Chairman.*] Those persons would be thrown on the town, would not they; you are perfectly aware, from your knowledge of the working classes, that they have no larder and no cellar to go to?—I cannot say how that may be.

1351. Mr. *Villiers.*] You have no means of knowing how many of those 3,000 were without homes?—No, I have not.

1352. Mr. *Cheetham.*] Do you know what has been the state of employment among the operative classes in your district during the last winter?—There was a great deal of distress last winter.

1353. Would that have an effect in diminishing the number of cases of drunkenness which came before you?—I think it would.

1354. Would you attribute the diminution to which you have previously referred rather to the want of employment among the operative classes than to the operation of the Act which has restricted their facility of obtaining liquor?—I have not sufficiently considered that question to be able to answer it; I do attribute a great deal of the diminution to the passing of the Bill, certainly.

1355. Can

1355. Can you tell the Committee at what time wages are paid in your district to the operative classes; are they paid late on Saturday night?—I think chiefly on Saturday. *G. A. A'Beckett, Esq.*

1356. Do you know whether in many cases they are paid at public-houses?—I have heard of such cases. 17 July 1855.

*Daniel Whittle Harvey*, Esq., called in; and Examined.

1357. *Chairman.*] YOU are Chief of the Police of the City of London?—I am. *D. W. Harvey, Esq.*

1358. Have you had an opportunity of seeing the working of the Sunday Beer Act of last session?—The results of its working I have, as they appear by the returns made to me by my officers.

1359. Will you have the goodness to state what those results are?—I can state the difference, if there be any, of the results anterior to the Act and subsequently. The number of persons who have been taken in charge during the 11 months this Act has been in operation is 2,817. The number taken in charge for the same period of time previously to the passing of this Act was 2,809; making, in fact, a difference of eight since the passing of the Act.

1360. Sir *W. Jolliffe.*] Those are persons charged with being drunk?—Yes, persons taken in charge as being drunk.

1361. Have you any return of the whole number of persons taken in custody for all offences?—I have not that return here. Parties, when taken in charge for being drunk, are dealt with in the City differently from the manner in which they are dealt with out of the City. We have a special provision with reference to such cases, which I will state to the Committee. By the City Police Act, the commissioner was empowered to frame such rules, orders, and regulations as he might think fit, subject to the confirmation of them by the Secretary of State for the Home Department. After my experience had enabled me to judge generally of the working of the new Police Act, I framed regulations in conformity with that authority, and submitted them to the then Secretary of State, Sir James Graham; they have never been impeached, and have always been observed. One of those regulations, touching the duties of the constables, is to this effect: "They are to take to the station-houses all persons found on their beats who from intoxication or otherwise are unable to take care of themselves and their property; if riotous and disorderly, they must be delivered in charge to the inspector on duty or the station-serjeant, for safe custody. If merely in a helpless condition, they must be left in the station for protection, and they may be suffered to depart when in a situation to take care of themselves." The number of persons taken in charge for drunkenness from 1848 to 1854 inclusive, I have now before me, and the result is, that in 1848, out of 3,113 persons taken in charge by the police, 2,810 were allowed to go away when they were sober; so that, in point of fact, the number who had so far violated the law as to be amenable to the magistrate's jurisdiction was reduced to about 300; of which number 106 were discharged by the magistrates, and 197 fined or imprisoned. The effect is, that the magistrates in the City are comparatively very little troubled with what are called drunken cases. In three or four hours the drunkard gets comfortably adjusted, and he walks about his business. Looking to the number of persons taken in charge during the six years, with a view to test whether drunkenness is on the decline or otherwise, I should infer that drunkenness is about the average irregularity. In 1848 the number was 3,113; in 1853 it was 2,992, and in the last year, 1854, 2,975; but the great majority of these can hardly be called drunken cases, in the strict sense of the term; they are merely cases of persons who perhaps have not been used to drink, and have felt the inconvenience of drinking too much; and the police have taken them into charge, either because they were causing inconvenience to the public by lying about, or they were not in a condition to protect themselves or their property.

1362. Mr. *Brand.*] What is the population of the city of London?—One hundred and twenty-nine thousand; but before you divide that population by the number of drunken offenders, you must increase the population to a very great extent, inasmuch as many of these offences occur in the daytime; and I should say that at mid-day the increase in the population of the city of London

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is upwards of 300,000, so that when you divide the 300,000 persons who come into the City daily by the number of those who are guilty of drunkenness, the average is very small.

1363. *Chairman.*] Are you aware if there have been many cases under the late Sunday Beer Act brought before the magistrates in the city of London?—I should say not. In reference to that point, I was about to say, that the number of persons who have been taken in charge subsequently to the passing of the Act, and the number who were taken into custody previously to it, appear to be pretty much the same; there has been, as I said just now, an increase of eight.

1364. Do you think that this Act bears hardly upon the citizens generally, and the working classes in particular?—Speaking of the citizens of London, I can hardly say it does; but I consider that the Act is a very undesirable one.

1365. For what reason?—I consider that all restrictions upon individual freedom in any pursuit are undesirable, unless the restriction produces greater advantages than personal freedom; and I should be much more inclined to have no restriction at all, than to impose vexatious restraints. My opinion is, that if public-houses, under more stringent regulations, were perfectly free during the whole of the 24 hours on Sunday, the inconvenience would not be great. I would make the keeper of a public-house strictly amenable to the law for a violation of the police regulations, even to the forfeit of his license; and there are many other suggestions which might be made for that purpose. There must be adequate regulations to preserve order and decorum.

1366. Do you consider it would tend to the promotion of sobriety if there were more stringent laws for punishing drunkenness?—I do not consider that any law, however stringent, prevents drunkenness; it is moral restraint which is needed, and not legislative restraint. If men have the inclination to drink, I do not apprehend that any Act of Parliament can keep supplies from them.

1367. Mr. *Villiers.*] I presume therefore you think the Legislature ought not to increase the punishment for drunkenness?—Not unless in connexion with disorderly conduct.

1368. Mr. *Cobbett.*] For what were those 196 persons punished; was not it solely for drunkenness?—No, they were charged with being disorderly as well as drunk. For simple drunkenness only, no man is dealt with by a magistrate in the city.

1369. Mr. *Cheetham.*] That is viewing simple drunkenness in the light of a moral offence?—He is taken in charge, because he cannot take care of himself, when he can do so he is dismissed, but if there was anything disorderly in his conduct when taken in charge, or if he has been riotous or quarrelling with some one, or they are females who have been misconducting themselves besides being drunk, in all cases of that character which are not simply cases of drunkenness the persons are brought before the magistrates.

1370. Mr. *Villiers.*] There are other cases than drunkenness which your police can dispose of in a peculiar way, are not there?—No.

1371. In the extract which you read from the City Act, the words were "intoxication or otherwise"?—"All persons found on their beats, who from intoxication or otherwise are unable to take care of themselves and their property." There may be persons who are incapable of taking care of their property, besides those who are intoxicated; a man may fall down in a fit.

1372. Sir *W. Jolliffe.*] Whereas out of the City all those persons are ultimately brought before the magistrate, in the City they are not so?—Yes; but with us they are discharged by the police when they become capable again of taking care of themselves.

1373. Mr. *Villiers.*] Is there a faithful record kept by the superintendent of police of the cases which the police dispose of?—Yes.

1374. Do the police distinguish between "intoxication and otherwise"?—If it is simply a case of drunkenness, and the party conducts himself simply as a drunken man does, the police discharge him when he is capable of walking away.

1375. Are the Committee to infer that those cases which are included in your return, have been chiefly cases of simple drunkenness?—Yes, simple drunkenness; nothing more.

1376. *Chairman.*] Have any instances come to your knowledge of inconvenience or annoyance which has been sustained by the closing of public-houses under

under the late Act?—Individually I am not aware of any such cases; but I can easily imagine them. For instance, we have the Eastern Counties Terminus; we have also the Blackwall Terminus, the latter in the City, and the other close by it. Persons come up by excursion trains by thousands, and are discharged at those stations, many of them wishing to find accommodation of various kinds at public-houses; but the fact of the houses being closed at 10 o'clock, becomes a source of inconvenience to them.

1377. Do you think that the encouragement which is given to the working classes to take their families into the fresh air, and to enjoy themselves in the country on the Sunday by those excursion trains, is conducive to the welfare of the people?—It is highly conducive to the welfare of those who can partake of the advantage.

1378. Do you think that any Act which throws difficulties in the way of their doing so, is objectionable?—I think any Act which throws impediments in the way of individual freedom is objectionable.

1379. Do you think that this Act is calculated to have that effect?—No doubt it has that effect; it acts not only as a restriction, but as a prohibition. To a party who is prohibited from getting that which he wants, or fancies he wants, it acts prejudicially; and when it affects the many, it acts perniciously.

1380. Do not you imagine that it is productive of an unhappy feeling towards the upper classes, who are not similarly circumstanced?—I think any legislative measure which recognises a distinction of classes is calculated to produce an irritating feeling, which may grow into resistance.

1381. Mr. *Villiers*.] The Committee understand you to object to any restriction which interferes with individual freedom; is there anything which interferes more with individual freedom than the police?—I apprehend that the police, judiciously conducted, is not an evil, but a good.

1382. It interferes with the personal freedom of individuals?—But not with personal freedom till it violates the right of others.

1383. Those drunk and incapable persons you have referred to, have their freedom interfered with by the police, and I suppose many other cases might be mentioned in which the police take up persons on suspicion; the community is benefited by that infringement of individual freedom, is not it?—Yes.

1384. Have you come to any conclusion about this particular interference with personal freedom which closes public-houses at particular hours, and thereby withdraws the temptation of drink from the people who may be passing by; is it your opinion that that is an injudicious restriction?—If withdrawing temptation is the sole security against the evil, I know of no other way than absolute prohibition. You may modify principles, and no doubt society compels you so to do; but if the object is to keep people sober by prohibiting the use of intoxicating liquors, I know of no mode so efficient as to say there shall be no public-house.

1385. Do you think individual freedom is too much interfered with now, by withdrawing the temptation for a few hours on Saturday night and Sunday morning?—I began with saying that such was my opinion; but if I were asked whether people complain of the closing of public-houses up to one o'clock on Sunday, I should say I think they do not; they are accustomed to it, and it may act advantageously in some respects.

1386. You have the same law in the City that exists elsewhere in that respect?—Precisely.

1387. It has been in operation for six or seven years, has not it?—I think about seven years.

1388. And you say that people have become accustomed to it, and therefore they do not complain of it?—I must say that I think, if the object of the Legislature is to protect the resources of the working classes, it would be doing the working classes a much greater service by closing the public-houses on Saturday night at 10 than on Sunday night at 10.

1389. Do you connect that with their receiving their wages at that time?—Yes, they frequently receive their wages very late, and having the wages of the week in their pockets, they go to the public-house and spend them with undesirable lavishness.

1390. To withhold from them that temptation by closing public-houses on Saturday evening, would probably be considered a very great interference with them,

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them, though you think it might be for their good?—I began with saying that I think all interference undesirable, but if you must interfere by legislative provisions with a view to protect the interests of the working community, I say I think you will do that more effectually, especially as regards their families, by closing the public-houses at 10 on Saturday night than on Sunday night.

1391. Then the Committee may collect that it is the result of your general experience that the temptation which is presented by the public-house to a person who has just left off work on Saturday night, and who has the means of spending money at his command, does produce great harm to him and to his family, and that it would be an advantage to close the public-houses at that hour?—I think so; unless you could do that which I dare say you would think impracticable; namely, compel persons to pay their workmen on Friday; because, by having their money on Friday, their wives could go to the markets and lay it out judiciously; but if a man receives his money at seven, or eight, or nine on Saturday night, he goes to the public-house, and it is impossible to say what shall be the limit of his expenditure at such a time, and under such circumstances.

1392. If people understood their own real interest they would desire to have the public-house closed on Saturday night?—If persons understood their own real interest they would not care whether it was open or shut; they would go to a public-house just as I go to a club.

1393. Do you believe that the working classes themselves feel sometimes that it is injurious to them to spend their wages at the public-house, and feel at the same time that they cannot resist the temptation if it is open?—I do not apprehend that any workman, if his understanding were appealed to, would deny the undesirableness of spending his money in the way he too often does.

1394. Would you go further, and admit that it was a temptation which, at certain times, he cannot resist?—I think there are many men who would not only say that they cannot resist temptation, but deeply regret their incapacity to do so.

1395. Is it an incredible thing to you that a working man should ask to have the public-house closed late at night, in order that he might not be tempted to go into it?—It is not unlikely you might find many who would say, "I wish to God there were no such thing as a public-house."

1396. Mr. *O'Brien.*] Do you think it likely that the majority of the working men have such an aversion to the public-house being open?—No; I do not consider the majority of the working men who drink at public-houses are inclined to be drunkards.

1397. Mr. *Villiers.*] The Committee has been told that where people complain that inconvenience has occurred from the closing of public-houses at 10 on Sunday night, it has been in a class above the trading class; have you met with instances of that kind yourself?—I have not met with them; but I have occasionally come by trains which have arrived after 10 o'clock, although advertised to be in town at eight; an allowance for an excursion train of an hour and a half or two hours must be made. When I have expected to be at Shoreditch at eight, I have been there perhaps at half-past ten. Those trains manifestly bring up to London what you would call decent people; the complaint is, that people of that description, arriving at the terminus, soured by delay want to go somewhere for refreshment, and they cannot find it.

1398. I suppose there are plenty of houses for refreshment open after those hours, although not for the sale of liquors?—There are coffee-houses.

1399. Are the hotel-keepers prohibited from selling intoxicating liquors?—I do not apprehend there is any difficulty in getting into an hotel.

1400. Do you find that there are a great many people in the middle class of life in the City who are in the habit of attending public-houses for the meeting of clubs on Sunday?—I should think not very generally.

1401. There is not much conviviality in the City on Sunday?—I should say so dull a spot could not easily be found; the great majority of the people who frequent the City of London in the day leave the City in the evening.

1402. Do you know of any inconvenience which occurs under the present Act to tradesmen, who are accustomed to meet at public-houses, and are obliged to break up sooner than usual on Sunday evening in consequence of the Act?—I am not personally aware of any instances of that kind.

1403. *Chairman.*] Do you hear of any instance of the Clarendon Hotel, or Fendal's Hotel, being compelled to close after 10 o'clock?—No, nor the London Coffee-

Coffee-house, nor the large hotels in the City. I believe the great majority of them do close, because it is not worth their while to be open.

1404. Has your attention been called by your agents to the drinking which is going forward in coffee-houses, and places of that description, when liquor cannot be procured from the public-houses, in consequence of their being closed by this Act?—I observe by a return that has been made to me by my officers, who were requested to give their opinion in reference to that subject, that there are private houses in the vicinity of Golden-lane where spirits are sold; and, in the opinion of the officers, the trade has slightly increased since the Act has been in operation.

1405. Do not your officers find a great deal of difficulty in getting into such places, and apprehending the persons who choose to carry on that sort of illicit sale of spirits?—I do not consider that there is any difficulty in effecting whatever it is desirable to accomplish, but we do not meddle with them unnecessarily. Take Houndsditch, for instance, and the mart there, which has been the subject of observation in Parliament; there are several public-houses in the back settlements of that place where beer and spirits are sold on a Sunday morning. It is a modified inconvenience; it would be scarcely possible to subdue it altogether, unless we extinguished the mart itself.

1406. Would that practice be likely to be increased in consequence of the closing of the public-houses on Sunday under this Act?—No doubt persons who find they cannot obtain drink in public-houses, might be induced to go to those marts under the pretence of doing business, but really to get drink.

1407. Have you heard that a great sale of liquors goes on at oyster shops?—No, I have not heard of such cases.

1408. And at tobacconists' shops?—I have not heard of it; I know they are open all day on Sunday, and I cannot doubt, if the system of restriction were so stringent as to shut the public out entirely from the usual channels of supply, they would find it in a thousand ways.

1409. Mr. *Villiers.*] But you do not say that the restriction is so stringent as that yet?—No, certainly not.

1410. Sir *W. Clay.*] With reference to the course of your previous examination, and the objection which was suggested to you respecting restrictions on personal liberty, perhaps the Committee would rightly understand your opinion to be, not that you suppose that individual liberty must never be restricted, but you think the burden of proof must always lie with those who propose the restriction?—I would let every man do as he pleases, subject to such rules and regulations as social policy suggests.

1411. You do not, in the present state of society, suppose that the principle of not interfering with individual liberty can be carried out to its full extent?—The entire non-interference with personal liberty would be the extinction of government.

1412. Are the Committee to understand that by your previous observation you simply meant that that was a sound and wholesome rule of legislation?—As a general principle.

1413. The burden of proof must in all cases of restriction lie with those who wish to impose that restriction?—Yes, and it must be a clear and palpable public benefit to justify the restriction.

1414. Therefore, in the case of the police which was suggested to you, you think it is so obviously for the public good that there should be a restriction imposed, that the very necessity justifies the restriction?—Yes; I know of no person to whom the police is undesirable but those who seek to trade with the capital of other people.

1415. In this particular case you have some doubts, it appears, whether the restriction of the Beer Act of last Session is a necessary or advisable restriction?—I should say let there be as little restriction as possible, but inasmuch as there has been for some years a restriction from 12 o'clock on Saturday night to one on Sunday, and the people have no objection to it, and in many directions approve of it, let it alone. But if after one o'clock the houses were thrown open, I can see no objection to it, but approve it.

1416. The result of your observation is, that closing the public-houses from 12 on Saturday night to one on Sunday is not felt as a grievance or inconvenience?—I do not think it is.

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1417. Your own personal experience in the City does not enable you to give of your own knowledge much information to the Committee as to the working of this Act?—No, certainly not.

1418. The cases bearing on the question which occur in the district immediately under your charge, are principally the arrival of trains by the Blackwall Railway, and by the Eastern Counties Railway?—Yes.

1419. As far as your statement to the Committee goes, the Committee understand it to be your opinion that there is an inconvenience sustained by a large number of persons who arrive late by excursion trains on Sunday evening?—Decidedly.

1420. Has it come under your observation whether the restriction from half-past two to six occasions inconvenience?—I am not able to speak to that fact from any personal knowledge or from any statistics of the police; I can only say from my general impression, that whoever may want provision or drink at those or any other hours during the existence of restraint, must feel the inconvenience of it.

1421. Is not the inconvenience generally felt by the persons who are making excursions during the hours from two to six?—Just so.

1422. Mr. *Cheetham.*] Is not the City during the hours between one and five, or two and six, almost depopulated on Sunday?—There are a vast number of persons who come into the City from the suburbs to attend different places of worship, especially Dissenting places. From half-past twelve to one they pour out in great numbers; so again from half-past six to eight, there are places of Dissenting worship in the City frequented by 1,500 or 2,000 persons, nine-tenths of whom come from out of the City.

1423. Those would not be persons who have occasion to frequent public-houses?—Certainly not; they might possibly complain that public-houses were open. Supposing public-houses were open from two o'clock to half-past three, that is one period at when places of worship are largely frequented, and still more from half-past six to eight; when persons came from their places of worship, if they found the public-houses open, and the ginshops flaring, and persons proceeding from them, perhaps many of them in a riotous and disorderly state, I can fancy that their sensibilities would be affected, and they would be much pleased if no public-houses were open; but after all though highly respectable, they are in a minority.

1424. Mr. *Villiers.*] Can you give the Committee the statistics of the drunkenness on Monday and Tuesday?—Taking 11 months previously to the Act passing, the number of drunken persons on Sunday was 314; subsequently, 178. There was a very large decrease. On Monday, the number was 480 before the Act, and 486 after the Act. On Saturdays, before the passing of the Act, the number was 536, and the number after the Act was 606; from which I infer that persons having got their money late at night, they go to public-houses and spend more than is desirable, and find themselves in our custody in consequence.

1425. Do you infer from your return that those persons get drunk on Saturday night because they are shut out from the public-house on Sunday night, which they used not to be before the Act passed?—No; it is rather because they have their money in their pockets, and have therefore the means of drinking.

1426. Sir *J. Pakington.*] I understand you to say that you would prefer attempting to check drunkenness by moral restraints rather than by legislative restraints; you also state that you should like, instead of there being an Act of the kind we are now speaking of, that there should be control exercised over those houses in the way of strict police regulations?—Yes.

1427. Is there no practical difficulty in establishing such strict police regulations?—I think not. I would make every publican amenable in his property for the mismanagement of his house. If persons come out of his house in such a state as to arrest the attention of the police, I should make that man amenable for his misconduct, as the cause of the mischief. I would take away his licence. I do not mean to say I would do so for the first offence, but for a repetition of it I would.

1428. If such remedies were resorted to, do not you think there would be considerable practical difficulty, both in the detention and the proof of offences?—I think the proof would be abundant in the appearance of the persons coming out or going in. It is immaterial how many persons go into a public-house; as long as the business is well conducted I see no just cause of complaint.

1429. Assuming

1429. Assuming that you could establish such strict police regulations, what would be your direct and immediate object in doing so; would not it be to prevent drunkenness?—Yes, that would be one effect, to prevent drunkenness, or rather to prevent the inconvenience of it to the public. I consider we have nothing to do with the prevention of drinking till it becomes a public-nuisance; you cannot regulate the quantity of wine or spirits a man shall drink; one man is upset by half a pint, and another will go away with a gallon.

1430. The inconveniences which arise from the facilities with which the public approach public-houses, are inconveniences arising from the drunkenness of those who frequent them, are not they?—Yes, when they do arise.

1431. And you propose to check those inconveniences by more stringent police regulations?—Yes.

1432. As regards those who are by that means prevented from indulging in drink, should you call that a moral restraint?—No.

1433. Therefore, you would check drunkenness, in that instance, not by moral restraint?—Always bearing in mind my hypothesis. I say if you are to interfere at all, you must interfere efficiently; but there is no security against drunkenness except in moral restraint. But I do not expect that moral restraint to be supplied by law.

1434. If it is found that a number of persons, no matter of what class, are in the habit of frequenting public-houses at a late hour on Saturday night, and there getting drunk, and a law is passed which prohibits those houses from being open at that hour, and drunkenness is thereby prevented, is not the end, as respects the public, attained, and is not the moral end attained also?—It is attained at the expense of individual freedom; that is, I, who want my pint of beer or glass of wine, am prevented from taking it under the apprehension that I shall be encouraging drinking in others. Whereas, I say, let me do as I please, and if persons violate the law punish them. Why should I be kept out of a public-house or any place where I can get provision or drink, because there is an apprehension that other persons will go in with me and get drunk?

1435. I understood you to admit that, so far as the case you have put goes, drunkenness is prohibited by legislative restraint?—No doubt; if a man is so bent upon drinking as to come out of the house a beast, it is very desirable to keep him out of the house; but still it is an interference with the freedom of the persons who have no such intention, which I consider to be undesirable.

1436. Is not it unfortunately a notorious fact that very many persons are in the habit of indulging in drink to an extent which is inconsistent with their own welfare?—No doubt there are many such persons; but still it is a very small number comparatively speaking, arguing from acknowledged statistics.

1437. I understand you to say that you can imagine inconvenience to result from this Act, but you do not yourself know of any?—I personally know of none, nor have any cases been reported to me, except in the instances I spoke of. I have seen crowds of very respectable people come away from the railway, who have been obviously inconvenienced by the surrounding houses being closed.

1438. You said those persons, so far as your own observation went, were commonly persons who were rather soured by having been detained longer than they bargained for in the train; but what practically was the inconvenience which they sustained, as caused by this Act?—Perhaps I am about the last person who should be appealed to in that matter, because I cannot understand why, when a man gets off the train, he should want to run into a public-house. I never went into one in my life; but different people have different fancies. I should rather have thought that when a man got away from the train, with his wife and children, his first object would be to get home; but that is not always so; some persons require some refreshment, and they feel annoyed that they cannot get it.

1439. You have yourself, returning at night, met with persons who have complained of being aggrieved by that inability?—I have observed it.

1440. What class of persons have they generally been; would you describe them as belonging to the working classes, or to the middle classes?—Two or three grades above the working classes.

1441. Is not it a reasonable and fair opinion, that persons of that class have homes where they may find refreshment on returning to London?—That is what I say; I should have thought the first object of such persons would have been

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to get home, and enjoy home; but that is not so; they prefer to go into public-houses, and are vexed that they cannot.

1442. You do not know of inconveniences which have occurred under your own observation to persons belonging to the working classes, from the closing of the public-houses at 10 o'clock on Sunday night?—I cannot say that I do.

1443. It is chiefly those of a higher class who have complained?—Yes.

1444. *Chairman.*] You would not punish the many, I understand, for the vices of the few?—Certainly not. I cannot see the harm in those persons being able to get accommodation, if they require it.

1445. Sir *J. Pakington.*] Are you aware of any inconvenience which arises in the City from closing the public-houses during the afternoon hours?—I am not aware of any.

1446. *Chairman.*] The Committee have examined Sir Richard Mayne, and from the statistics he laid before us, it appears that, taking the population of London, the police cases in London are 1 in about 32,000; does not it appear very hard that we should restrict 32,000 persons for the sake of one?—Yes; I should not only say that it is hard as regards the million of innocents, but it is a hardship as regards the 32,000; I presume the persons alluded to by Sir Richard Mayne are pretty much of the same class as our own; that is to say, the same regulation existing out of the City as is observed in the City, they would be found to be hardly within the designation of drunkards.

1447. Should not you consider that the House of Commons had gone very nearly demented, if it passed some exceedingly stringent rule against its own Members, because there had been within this Parliament two police cases from the House?—Yes; I should consider it just as a great a hardship as to deprive our worthy court of aldermen, who are 26 in number, from enjoying themselves, because one may have been guilty of excess.

1448. Mr. *Villiers.*] I presume the 32,000 includes women and children, does not it?—Of course it does; the entire breathing population.

1449. Mr. *Cobbett.*] You have, of course, read this Act, upon which there has been so much discussion?—I have.

1450. Supposing you were at the present moment a Member of the House of Commons, from your reading that Act, and from what you had heard, and what you had observed, would you be in favour of a modification of the Act?—Decidedly I should.

1451. What modification would you desire?—The largest I could get.

1452. I understand you to say that you approve of the shutting up of public-houses from 12 o'clock on Saturday night till one o'clock on Sunday?—I did not say I approved of that; I do not seek to disturb it; but I think it is unsound in principle.

1453. As you say the people have adapted themselves to it, you would suffer that to remain as it is?—Yes.

1454. Take the restriction from two to six o'clock, would you alter that?—I suppose there have been petitions upon this subject; if there are no petitions to Parliament complaining of those hours, or any other hours, which are mentioned in the recent Act, I do not know what this inquiry means, or what expression of feeling gives rise to this Committee.

1455. Mr. *Cheetham.*] Your opinion would be guided by the expression of public feeling, would it?—If those who are most affected are satisfied, and there is no expression of discontent, I am pleased to find that it is so.

1456. Mr. *Cobbett.*] You would see no harm in repealing the Act, so far as those hours are concerned, from two to six?—None. I can see no reason why, if public-houses are to be closed from 12 o'clock on Saturday night till one on Sunday, having reference to religious obligation, you should not also extend the restriction to other hours; in short, not so to act appears to me to be a sort of hypocritical compromise with Christianity; if the Legislature considers Sunday ought to be observed with Sabbatical strictness, then why not close public-houses during the whole 24 hours.

1457. You have spoken generally with regard to the mode in which you would secure order in public-houses; you would make the keeper of the public-house responsible for the conduct of those whom he entertained. You are no doubt aware that by the 9 Geo. 4, c. 61, which provides the sort of licence a publican shall have, he undertakes that there shall not be in his house any drunkenness or disorderly conduct permitted, and that no unlawful games shall

be

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be carried on; and that, by the 21st section of the Act, there is a very heavy penalty inflicted upon him for offences against the tenor of the licence, those penalties increasing according to the number of the offences against the tenor of the licence he may have committed: are the Committee to understand you to say that you would increase the penalties which are provided in that Act?—I am not familiar with those penalties; but if they are not sufficient for the object, I should increase them, because I have an object to effect; and whatever penalties may be indispensable for its accomplishment I should impose. But the penalties are not enforced, as there is licensing day. We make a return to the magistrates of the conduct of every public-house, who regulate their licences by such returns; but it must be a very outrageous case, involving crime upon crime, I think, before a magistrate will think it just to deprive a man of his licence; but it should be imperative for them to do so. I would not give such large discretion to the magistrates as they now exercise.

1458. Mr. *Villiers.*] You have stated in evidence before another Committee that the public-houses generally are well conducted?—I have, as far as the City is concerned.

1459. And there is no reason to think they encourage drunkenness?—I think not.

1460. Mr. *Brand.*] Was it the practice before this Act passed, to close the public-houses on Sunday afternoon in the City?—Not compulsorily.

1461. Does not the Licensing Act say that they shall be closed during the hours of Divine service?—That opens the question respecting what is intended by the hours of service; no hours were prescribed.

1462. As a matter of fact, were the houses open or not?—There were some open, but more were closed; but I should say that that arises from the demand and supply in the City. If every public-house in the City were open on Sunday, they would scarcely have anything to do.

Alderman Sir *Robert Walter Carden*, called in; and Examined.

Alderman Sir *R. W. Carden.*

1463. *Chairman.*] YOU are an Alderman of the city of London?—I am.

1464. And an *ex officio* magistrate?—Yes; and I am also in the commission of the peace for Middlesex and Surrey.

1465. How often have you sat as a magistrate since the recent Act came into force?—More constantly than the rest of my brethren, I believe; I may say very frequently.

1466. Have you witnessed the operation of the Sunday Beer Act?—I have.

1467. Have you had many cases under it brought before you?—I have never had a case in which the description of "*bonâ fide* traveller" came before me.

1468. You are aware that there is a considerable difference of opinion among the magistrates on that subject?—I have read the decisions of my brother magistrates.

1469. And you find scarcely any two of them agree?—Scarcely any two agree.

1470. What is your view of the interpretation of those words?—I do not enter into the legal interpretation of the words *bonâ fide.* I take my interpretation from common sense, and I cannot imagine that common sense would treat an excursionist, a man who wishes for refreshment near his own home, as a *bonâ fide* traveller.

1471. You are of opinion that an excursionist for pleasure is not a *bonâ fide* traveller?—I have heard my brother magistrates say that a person walking the distance of a few streets and feeling thirsty, is to be considered and treated as a *bonâ fide* traveller.

1472. Are you aware at all of the amount of drinking which goes on in the city of London, and whether it has increased under the Act, or decreased?—I asked for a return from the Mansion House for three months since the passing of the Act, and three corresponding months of the previous year, and I find a very sensible diminution.

1473. Which three months of the year did you take?—August, September, and October, 1853 and 1854.

1474. Sir *J. Pakington.*] What was that a return of?—A return of cases of drunkenness on Monday morning, which were brought before the magistrates at the Mansion House.

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1475. *Chairman.*] Should you think that the decrease of the population, in consequence of the recruiting for the army, the navy, and the militia, had anything to do with that diminution?—I should think, taking the bounty-money which has been afloat during the time, it would make up for the diminution of the population.

1476. Do you often find that persons under the charge of the sergeant when recruiting, get into the hands of the police?—Not when recruiting; there is a sort of licence, I suppose, during that period.

1477. Therefore, though there might be more drinking, there would not be more police cases of drunkenness?—There might not be.

1478. While at the same time the diminution of the population would act the other way?—I do not know what part of the population in the city of London have joined the militia, or joined regiments.

1479. Mr. *Villiers.*] What part of the population of London are you now referring to?—I am speaking of the cases which come to the Mansion House.

1480. Is that a limited district of the City?—The Mansion House and the Guildhall take each half the City.

1481. All city cases come before one or the other of those courts?—Yes.

1482. You have no other return, have you?—No.

1483. I believe you have taken a great interest in the question; that is, as to the best modes of preventing drunkenness?—I have taken a very great interest in the question, believing the welfare of the country depends upon the right legislation on the subject.

1484. Have you formed any opinion of the recent Act as a means of preventing drunkenness?—I believe the greater the restriction the better for the population, with the limitation, of course, of what I call necessary refreshment; because the wants of the people are one thing, and the necessities of the people are another. I would give them every opportunity as far as necessity goes, but as far as mere wants go, I think they should be restricted.

1485. Have you formed any opinion as to the operation of this Act of Parliament, as to the particular hour during which the restriction puts the people to the greatest inconvenience, or during which the greatest amount of good is obtained?—I believe the restriction closing public-houses at 10 on Sunday night, has been of the greatest benefit to the population.

1486. You mean by the prevention of drunkenness?—Yes.

1487. Are the Committee to understand that you entirely approve, having made general inquiries into this matter of the recent Beer Act, and that you would not change the hours at all?—If I changed the Act at all, it would be to make it more restrictive.

1488. You know the amount of the restriction now; that it extends from half-past two to six, and then from 10 o'clock for the rest of the night?—Yes.

1489. You have heard people complain that that is inconvenient, have not you?—I never knew a great legislative benefit of which certain persons did not complain. I remember when the betting-houses were abolished great complaint was made by a numerous body of people, landlords and tenants.

1490. That is within these two years?—Yes.

1491. Was there complaint in that case, that the liberty of the subject was interfered with, and that you were restricting individual freedom?—Yes, but from a class of people whose opinions were not worth receiving.

1492. You believe that the existence of those betting-houses was attended with great evil?—Very great.

1493. And that the Legislature really benefited the community by interfering with their freedom in that respect?—Undoubtedly, it was one of the greatest boons the Legislature ever granted.

1494. We cannot overlook the convenience and habits of the people; the habit has been to have public-houses much more open than they are at present; I suppose you are not prepared to impose any further restrictions?—No, I would rather let the thing go on as at present. All reforms are better introduced by degrees, rather than made too sweeping at once.

1495. Have you any reason to suppose that it would alter the case very much if the hours were extended from ten to eleven?—I think that the extension of time would be a very great disadvantage.

1496. Everything is very late in London, is not it?—I believe so; with regard to excursionists the majority of them are, I think, travellers for a short distance

out

out of town, and only avail themselves of excursion trains three or four months in the year.

1497. *Chairman.*] How do you arrive at that fact?—The greatest distance perhaps is to Brighton, which takes about an hour and a half, therefore I conclude an excursionist refreshes himself before he gets into a train, and consequently I do not think it is any disadvantage to him when he arrives at the terminus, to find that he cannot go into a public-house and there be detained from his own house.

1498. Major *Baring.*] Did you ever hear of an excursion train coming from Brighton in an hour and a half?—They profess to do so.

1499. Mr. *Villiers.*] Have you ever heard of anybody who was in the habit of getting drunk on Sunday night who has ceased to do so in consequence of the restriction?—I do not know anybody who did get drunk on Sunday night. From the statistics, it is proved that there is less drunkenness on Monday morning brought before the magistrates than there used to be formerly; that I collect from facts.

1500. You have only one return?—The return of the Mansion House.

1501. Are there facts to be obtained from the proper officer at the Mansion House, which will show the state of the case?—Yes.

1502. Sir *J. Pakington.*] Have you ever received any information from the employers of labour in London that the workmen come to their business on Monday morning in a better condition than they used to do?—I think there are very few workmen who can be obtained on Monday. Their wages are generally sufficient to enable them to take excursions on Monday. You will find that Hampton Court is filled with thousands on Monday morning. I have found that Monday is a day of recreation among the lower orders. I believe they have much more recreation than I have.

1503. Is not Monday more a day of recreation with the working classes than Sunday?—I am inclined to think so.

1504. Sir *W. Clay.*] You say that you think the Legislature would do wisely to proceed by degrees in a reform of this kind. Have you satisfied your own mind as to the ultimate point to which that reform should proceed?—I do not think the public would be injured if ultimately the whole of the public-houses were closed on Sunday.

1505. You think it would be better to proceed by degrees in doing that?—Yes; it has been tried in Scotland, and I have had the evidence of Scotchmen, who have given me statistics of the state of Edinburgh and Glasgow and other large towns at the present time, and on previous occasions, when the public-houses were kept open. They have said that the change in the towns has been remarkable, and has proved that a system of closing the public-houses, however detrimental it may be to some parties, has upon the whole worked extremely beneficially.

1506. Are the public-houses in those two great towns entirely closed on Sunday?—Yes.

1507. Mr. *Villiers.*] Have you any evidence of what the Scotch do now, who used to go to public-houses before; they are very rigid there, are not they, in closing gardens and places of amusement on Sunday?—I am not aware where they go.

1508. Do not you think it would be necessary that you should open places of rational amusement on the Sunday?—That is a question which introduces a very dangerous innovation.

1509. Do you think that a further closing of the public-houses is possible, without putting people to such inconvenience as may disturb the peace of the town?—I do; they thought it impossible in Scotland till they tried it.

1510. Mr. *O'Brien.*] Are you aware that there are more spirits consumed in Scotland, in reference to the population, than in England?—I have heard the population of Glasgow is the most drunken population in the whole world, but great improvement is visible since the passing of the Act.

1511. Sir *W. Clay:*] You state that you think, in legislating on such a matter as this, we should attend to the necessities of the people, but not to their wants; how would you decide between the two?—I call it a man's necessity when he goes into a public-house because he is thirsty; but his wants are, when he goes into a public-house from time to time and he does not require drink, but he takes it.

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1512. Supposing him not to be the judge whether he is thirsty, or seeks for drink for the pleasure of drinking, with whom ought the decision to rest?—It must rest with himself; I believe the majority of the people who enter a public-house after 10 o'clock at night are not respectable people; I believe all the robberies are concocted, and bad propensities fostered at public-houses after that hour.

1513. *Chairman.*] An honest man, you think, is never thirsty after 10 o'clock?—I think an honest man generally seeks his own home and goes to his own family.

1514. Supposing he has no house and no bed?—Then I think we ought to find him one.

1515. As you say you look upon this Act as merely an instalment of a progressive reform, do you go so far as to fancy that it might be conducive to the welfare of the people that we should have the Maine law introduced here at some future time?—If it were possible to enact the Maine law, I think it would be beneficial to the public.

1516. And you would introduce any wedge that tended to the introduction of that Maine law?—I would. I am one of the vice-presidents of the Maine Law Alliance, and believe the society is promoting sobriety throughout the country.

1517. And you are earnestly bent upon bringing forward that measure?—I do not say so. I joined that committee, because I hope to see the present system ameliorated. I have it in evidence from Sir Astley Cooper, who is a very good authority, that of the spirits sold in public-houses 50 per cent. is alcohol. One pint of alcohol would make a man drop dead the moment he took it, and therefore I say, anything we can do to prevent the consumption of that which is a want, but not a necessity, is entitled to the highest consideration of the public at large.

1518. You think it is impossible to indulge in the moderate use of spirits without going to the excess which causes the loss of life?—A moderate amount taken constantly has the effect of slow poison. Sir Astley Cooper says spirits and poison are synonymous terms.

1519. Do you find that the English people are more short-lived than other nations?—I think they are more drunken.

1520. Do you think they are more short-lived?—Whether it kills them or deprives them of their reason appears to be equally prejudicial to society.

1521. Does John Bull generally die mad?—I believe one-third of the insanity which exists is caused by drink.

1522. What do you believe to be the ratio of insanity to the whole population?—Very large, I am afraid.

1523. Larger than in other nations?—Judging from the necessity of increasing our asylums for lunatics, which all the counties are now doing, I should say it is very much upon the increase.

1524. Are you aware that those nations to whom spirits are unknown, and who have no alcoholic drinks of any sort, are not so long-lived as the European nations, who have?—That is subject to the influences of climate; at least, it may be so. About 60,000 drunkards die annually in the United Kingdom.

1525. Do not you find that to be the case in the South Sea Islands?—I am quite sure a man is never benefited by drinking spirits.

1526. Did you ever see a statement of the length of human life in the South Sea Islands, by Sir Joseph Bankes, as compared with the length of life in Europe?—No.

1527. Then you are not aware that long before spirits were introduced into those islands, the duration of life was much shorter than in Europe, where all sorts of alcoholic liquors are known?—I have not seen those statistics, but I feel this; that a very great national disease exists, a disease which is productive of the greatest misery to this country. I find that nine-tenths of the crime, poverty and wickedness which prevails, is produced by drink. Now, I want the Legislature, if they can, and I am sure it is one of the most difficult things to deal with, to propose a remedy. The disease is fearful, and the remedy must be desperate.

1528. No one will disagree with you as to the horror of drunkenness; the only doubt may be as to your mode of curing that evil; do you belong to any of the great companies in London?—I do.

1529. Do you occasionally dine with them?—I do.

1530. Not

1530. Not on the Maine law principle, perhaps?—Not at all. I have always said I am no teatotaller; I wish to legislate for the abuse, not for the use.

1531. Do not you think you ought to leave the measure of the use to the judgment of other individuals, in the same way as you exercise your own?—We have left it for so many years, and it has produced no effect; we must lessen the temptation.

1532. Do you think you can control a thinking and reasoning people by legislative enactments, or do you think it is preferable to do that, rather than to appeal to their reason by education?—I think while you make the public-house so attractive to the poor man, so magnificent and so different from his own home, you seduce men from their own home to live in a place which is their destruction.

1533. Is not there a great difference between refusing to a poor man after a hard day's work the refreshment of a glass of ale, and encouraging such dangerous places as those which you allude to?—I would not deprive the poor man of any comfort I could give him.

1534. You say that excursion trains carry people to any distance so quickly, that if they have refreshment before they go they will not require refreshment until their return?—It has been stated to-day that a large portion of the excursionists are above the lower orders of society, and consequently I cannot understand why they need to go into a public-house, instead of going to their homes if they arrive after 10 o'clock.

1535. That is assuming that they have homes, and that they are persons above the lower classes of society. It is very obvious that the working classes do resort to railway trains on the Sunday for the purpose of excursions, and there is no second-class train which travels to Brighton under two hours, and excursion trains generally take three hours; is not it rather hard, that if they take out their wives and families to enjoy the pure sea breezes, and to obtain that means of health which you are enabled from your position to obtain when you please, they should have difficulties thrown in their way in getting the refreshment which is necessary for their health and comfort?—Refreshments may be had at many places besides public-houses, should they be closed, but a large portion of excursionists travel by steamboat, where everything can be obtained on board.

1536. After being three hours in a train it is reasonable to suppose that a man may feel thirsty, and if he does so in the dogdays, after sitting perhaps close to the engine for three hours, how would you recommend that he should quench his thirst?—If a man is very thirsty, a glass of water is not a bad thing.

1537. Is that the liquor you generally drink?—I very often drink a glass of water, though I prefer a glass of beer. The only object, I am sure, we all have in view is to benefit the lower orders. I wish to see the poor man's home in a better state, but while the public-houses are in their present position it is clear you never can depend upon a poor man's home being made comfortable.

1538. Mr. *Cheetham.*] Do you despair of obtaining that end by moral means?—Education and moral means will greatly assist, but you must take away the temptation; I am quite sure, if the women could be canvassed all over the country, they would desire that public-houses should be more restricted than they are at the present moment.

1539. Going back for 20 years, does your experience of the operative classes warrant you in saying that there has been a decided improvement in their habits with regard to drinking?—I can hardly judge of that; I only know this, that on going into working men's houses who have been employed perhaps at 35*s.* or 30*s.* a week, which would enable a man and his family to be comfortable, I find that the room in which they lodge is frequently quite desolate, with scarcely a piece of furniture in it; how the money is spent I cannot tell; I only know that if he spent prudently he would have a house fit for his family, in which he would pass his evenings instead of going to the public-house, which is lighted up to seduce him and take away his means, and the more splendid in proportion to the poverty of the neighbourhood.

1540. Sir *J. Pakington.*] Are you aware of the fact that the sum of money annually spent by the working classes of this country exceeds in amount the whole ordinary revenue of this kingdom before the war?—I believe the annual expenditure is something like 50 or 60 millions.

1541. Do you consider, or do you not, that the effect of the expenditure by

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the working classes of between 50 and 60 millions per annum in intoxicating liquors is a national evil?—I think it is a national evil and a national disgrace.

1542. Mr. *Villiers.*] Have you with you the returns from the Mansion-house, of which you have spoken?—I can supply them to the Committee.

1543. I understand you are entirely limiting your advocacy of restrictions on public-houses to their effect on drunkenness?—Yes.

1544. You are not mixing it up with another question, the better observance of the Sabbath?—No; I was very much surprised to hear Mr. Harvey state that in a place in the City there were three or four public-houses which during the whole of Sunday were open.

1545. Sir *W. Jolliffe.*] Does the return from the Mansion-house which you have spoken of include drunken cases only?—Only drunken cases.

1546. Can you make up a return of offences of all kinds which come before you?—It can be done.

1547. You would admit that the great majority of crimes are the result of drunkenness?—Yes, certainly.

1548. The result of the benefit derived from this Act would be to diminish the amount of crime generally, as well as the amount of drunkenness?—Yes.

1549. Therefore it would be desirable, in order to prove the advantage which has arisen under the restriction imposed by this Act, to have the whole number of cases which have been brought under the jurisdiction of the magistrates?—Yes.

1550. With regard to the necessities of the public, do not you conceive that in a population such as exists in this metropolis, it may be almost a necessity, if not quite a necessity, that workmen who are restricted on week-days from going into the country, and from taking their wives and families for excursions, should, for the purpose of health as well as pleasure, be desirous of doing so on the Sabbath?—There is no reason why they should not be at home by 10 o'clock; after that hour the sooner they make their way home the better.

1551. Do not you think that is a desirable object, and almost a necessary object?—It is very desirable to increase the means of recreation among the lower orders.

1552. Supposing they do resort to some place which is distant from their home, is not it a reasonable and almost a necessary object that they should have the means of refreshing themselves during reasonable hours of the day?—I think the inconvenience which may be caused to the few who are excursionists does not counterbalance the disadvantage and dissipation which keeping open the public-houses would create. I think we must legislate for the many, and not for the few. If I can find that for 20 people who are inconvenienced 100 people are benefited, the legislation in my judgment is a desirable one which promotes the good of the many.

1553. Is it not the habit of the great mass of the population of this metropolis to go to a certain distance from their homes on Sunday for the purpose of obtaining a change of air?—I hope it is so.

1554. If a great portion of the population resorts to those places, you would legislate for the majority?—Supposing a respectable mechanic took an excursion train, and came back with his family, can it be advantageous for that man to introduce his wife and family to a public-house; is that the place which you would encourage a family to enter perhaps for the first time, and is that the sort of society in the public-house which you would wish any man's family to be introduced to, after 10 o'clock?

1555. In the case of a man taking his family for a walk to Highgate on Sunday afternoon, do you think it is more than reasonable that he should have a house open in which he can obtain shelter, and something in the shape of a glass of beer, such you yourself have approved of, as a beverage?—It is not essential that there should be a public-house open; there are other houses, such as coffee-houses, and other descriptions of refreshment houses.

1556. You yourself have admitted that you would prefer a glass of beer; do you think that there would be any moral objection to a man taking it on Sunday afternoon during a walk?—Certainly not; and he has the opportunity.

1557. Mr. *Villiers.*] Could you distinguish between a house which sold beer and a house which sold spirits?—No; if you leave them open to sell the one, you must leave them open to sell both.

1558. Sir *W. Jolliffe.*] You say you think the great evil of this country is drunkenness, and you believe the consumption of such an enormous amount of

spirituous

spirituous liquors and alcoholic drinks is a great evil; do you think that that has been encouraged by our raising so very large a revenue from distillation, and by means of other taxes which bear upon that consumption?—I believe the Government encourage it; I believe all governments encourage it for the sake of the revenue. I remember when lotteries were to be abolished the long discussions which took place; I remember the Chancellor of the Exchequer stating, I cannot lose the revenue; therefore it was not a matter of principle or morality, but it was the revenue which was considered.

1559. The Government, considering it desirable that an enormous revenue, equal to nearly one-third of our whole revenue, should be raised in this country by Excise duties, are always inclined to encourage the consumption of exciseable liquors?—I think so, which is a most mistaken policy. I believe that the effects produced by the consumption of spirits lead to a greater expense in the way of police and county rates, and gaols and prosecutions, than is gained to the revenue by Excise duties.

1560. So that, though nominally this large amount is raised at an apparently small expense; to the community at large, it does occasion an enormous cost?—I believe so.

1561. Mr. *Villiers.*] Have you ever considered whether, in the event, from the altered habits of the people, or any other cause, of the Government of this country being deprived of its present revenue of 15 or 16 millions a year from intoxicating liquors, that revenue would be made up by the means which would be so set free being expended by the consumers in other things?—I have no doubt of it.

1562. *Chairman.*] In what way?—In that case all your prisons would be receptacles for your poor. You would need very little police. Lunatic asylums would be lessened. Idiot asylums would not be required. The parents of idiots are, to the extent of one-third, drunkards.

1563. Have not we heard of madness arising from scrofula?—That may arise from drunkenness, too.

1564. Mr. *Villiers.*] The question put to you had reference to the revenue; you were asked how the revenue would recover, supposing the duty on spirits did not exist?—The saving of taxation in the way of poor's-rates and police rates, and county rates, and asylums of different descriptions, would make it up.

1565. Would it lead to the consumption of other exciseable or customable articles which are innocent in their nature?—No doubt it would; it would lead to the consumption of tea and coffee, and all those beverages which are beneficial to the human frame instead of destructive to it.

1566. *Chairman.*] Would not you have to maintain an enormous army of revenue officers to put down the smuggling which in that case would arise?—I am not sure of that; it would, at any rate, be a very small proportion to the present amount.

1567. Do not you think, if you were to attempt to put down the sale of liquors in this country, an enormous amount of smuggling would arise?—I do not believe it is possible to put down the sale of liquors; I can never believe that the Maine law can be carried out in this country, and perhaps not desirable it should be; but we may approximate to it.

1568. Do not you think, as you state, that the evils which you describe arise because the Government will maintain the revenue at all hazards, we are beginning in a miserable and mean way in pinching the comforts of the poor?—I would not advocate anything which pinched the comforts of the poor.

1569. Mr. *Villiers.*] You have stated that you would not in any way pinch the comforts of the poor?—Never. My advocacy here is to assist the humble classes.

1570. *Chairman.*] It has been stated by witnesses here that the comforts of the poor are very much curtailed by this Act. As that is the case, and you do not contradict it—— ?—I do contradict it, as far as my individual opinion goes. I believe the alteration of the hours for public-houses to be open has been very beneficial to the public.

1571. I asked you some time ago whether it was not a great hardship upon a poor man to be refused that refreshment at a public-house which other persons in a different position can obtain?—Supposing it is an individual hardship, but a collective good, then I say we should consent to the individual hardship for the benefit of the community.

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1572. You consider it to be a collective good, and therefore you would put up with the hardship?—That is my opinion.

1573. You state that there may be complaints made by persons who are precluded from having refreshment in the middle of the day or in the evening when the public-houses are shut up; but you say the same sort of complaint existed in the case of betting-houses; persons complained when the betting-houses were closed; do you think you can draw a comparison between keeping people out of betting-houses and keeping poor people out of the fresh air, which your preventing their having refreshment directly tends to do?—From that I suppose I must infer that unless a person be satisfied that at 11 o'clock at night he will get a glass of beer, he will abstain from going out on Sunday to take the fresh air.

1574. If you found you could neither have dinner nor supper abroad, would, not it be likely to keep you at home?—I think it would.

1575. Sir *J. Pakington.*] Is there anything in the present law to prevent your having both?—Nothing.

1576. *Chairman.*] Supposing you arrive in the country by an excursion train at two o'clock in the afternoon, you rush in your hunger or your thirst to a public-house to get something to eat and drink; the public-house is shut in your face; what are you to do; you must wait till six; the excursion train starts at five, and does not arrive in London till after ten; where are you to get your dinner or your supper?—I would regulate my plans accordingly, and having lost my dinner or supper once, would take good care it should not happen a second time.

1577. Sir *J. Pakington.*] Did you ever pass such a day?—I never did, and I hope I never shall.

1578. In considering this Act, have you formed any opinion whether closing the public-houses from half-past two to six in the afternoon causes on the one hand much inconvenience to the public, or whether it tends materially to promote the moral end of checking drunkenness on the other?—I do not think it causes general inconvenience, because everybody knows the fact, that during those hours they cannot obtain liquor, and therefore they do not look forward for it. They might just as well look forward in the middle of the night to getting a nice rump steak or a mutton chop. They know they cannot obtain it, and therefore they do not expect it. They regulate their habits by the knowledge, that during certain hours they cannot obtain certain things, and they make their arrangements accordingly, and it is no inconvenience to them. I think the requiring public-houses to be closed at the hours now prescribed has checked drunkenness very much.

1579. Do you think the closing from half-past two to six, or closing at ten o'clock at night, is the more beneficial?—The later the hour the more drunkenness, generally speaking.

1580. Mr. *Villiers.*] Have you any report before you upon the state of the streets after that hour?—I do not think I have. I know in my walks home I frequently look in at the doors of public-houses which are open; and I am sure the amount of wretchedness, poverty, blasphemy, and wickedness one sees and hears, is most fearful. There is fighting, and disorder of the grossest nature; women calling out for their husbands, and many other things.

1581. Mr. *Gregson.*] What is the locality of these walks?—I do not refer specially to any particular place.

1582. Mr. *Villiers.*] Do you allude to Sunday night?—Not particularly.

1583. *Chairman.*] While you say you would desire that the working classes should make up their minds to suffer these inconveniences you speak of, do not you think it would be desirable that the legislation should be carried out, so that the higher classes should be subjected to the same inconvenience?—I should have no objection, personally.

1584. You, of course, do not feel the hardship of the Beer Act?—I should feel it no hardship, if I were restricted during the whole of Sunday, if it is for the benefit of others.

1585. Do not you think, as you and I do not feel the restrictions of this Act, it causes a bitter feeling in the minds of the lower classes to think that all our virtuous legislation should be directed against them?—I think the bitter feeling is increased very much by some gentlemen who put wrong ideas into the heads of those people.

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1586. Mr. *Gregson.*] When are wages usually paid in the City?—I am not aware, generally speaking. A great deal has been said about paying workingmen on Friday. It would cut both ways. I believe it is a known fact that there is more money spent from the time the wages are paid on Saturday to the closing of the public-houses at 12 o'clock than during all the rest of the week. Therefore I should like to see the public-houses closed one hour previous to the payment of wages; by doing that, I think, you would materially assist the wife: she would get all the wages of her husband, and she would spend them in a manner which would be beneficial to her family. I do not know why a man should be so much more thirsty between the time of receiving his wages on Saturday and 12 o'clock, than at other times.

1587. Would you have one fixed hour for the payment of their wages?—I should think it is impossible.

1588. Mr. *Cobbett.*] What is the habit, so far as you are at present acquainted with it, with respect to the payment of wages?—I am afraid the general habit is to pay them late on Saturday.

1589. In fact, Saturday is one of the hardest days' work in the week for a journeyman, is not it?—I doubt that. I should think generally that working people leave off work on Saturday earlier than any other day of the week.

1590. In the cases of tailors and shoemakers, is that so?—Both work very hard on Saturday, because they generally take a holiday on Monday and Tuesday.

1591. Do not they carry out their work late on Saturday evening, and receive their wages after that?—I do not know.

1592. Major *Baring.*] Are you an employer of labour?—No.

1593. Mr. *P. O'Brien.*] You said there was no inconvenience felt from closing the houses between half-past two and six; does it occur to you that there are many persons who are in the habit of dining out at eating-houses, and places of that character, who have no means of having a dinner at home, and who require beer with their dinner?—They can change their hour of dining. The houses are open between one and half-past two; and, after all, that is only the case of an individual; the great question is whether it is not a collective benefit.

1594. Mr. *Villiers.*] Did you hear Mr. Harvey's opinion, that it would be better to close the public-houses at 10 o'clock on Saturday, and have them open all day on Sunday?—I agree with him as to closing them at 10 o'clock on Saturday; I do not agree with the other part of his recommendation.

## *Robert Edward Broughton,* Esq., F. R. S., Examined.

*R. E. Broughton,* Esq., F. R. S.

1595. *Chairman.*] OF what police-court are you the magistrate?—Of Mary-le-bone police-court.

1596. On what day do you sit?—Always on Monday. For some years, when I sat in the eastern district at Worship-street, I was in court on Monday, Tuesday, and Wednesday, and every day when my colleague was unwell or out of town.

1597. Have you had any cases under this Act?—I cannot say that I have had any immediate cases under this Act, for the breach of the Act. The generality of publican's cases we get are cases occurring in what is called London, not in the suburbs so much. The publicans, as far as I understand, in London, do not object to this Act, but it is those outside of London who entertain the principal objection; therefore we do not, in London, get many informations for infringement of this Act of Parliament.

1598. Do you consider that in consequence of the discordant decisions which have taken place on the subject, some alteration is required in the Act?—There are very few persons who are more capable than I am, from the position which I fill, of forming an opinion of the fearful effect of drunkenness, particularly in the case of women. I observe that on all occasions where women take to dram-drinking, the family goes to ruin. I agree with my colleague, that our great hope of getting over this state of things lies more in improving the condition of the people, raising their feelings, and increasing their comforts; and under that impression, I do the best I can to support those institutions which are established in the district, and which have that for their object; for instance, baths and wash-houses, and improving the dwellings of the poor; free libraries, &c. These are the things which impress me as being of greater importance in

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correcting drunkenness than anything in the shape of legislation for the purpose of closing public-houses. I do not attach so much importance to the closing of public-houses as some of my friends do.

1599. Have you any opportunity of knowing the number of cases which have been brought before the court in which you sit on Monday?—I have no return. I certainly expected when the Act passed some good would arise out of it, though I was not very sanguine, and I must say that we have had some diminution of crime on Monday; but we have had some very heavy Mondays since the Act passed, and some very heavy Tuesdays.

1600. Do you think the number of cases on Tuesday has rather increased?—My impression is that it has. My impression is also that we have more business connected with drunkenness on Tuesday than we had some time ago; at the same time I must say of the Act, that I think all restrictions on public-houses tend to encourage clandestine drinking. I happened not very long ago to see a newspaper which was 100 years old. There were no police in those days, but I found a great complaint made at the sessions, that in consequence of certain restrictions which had been put upon public-houses, gin was now consumed greatly in garrets, in cellars, under hedgerows, and other places; and a complaint was made by the magistrates then of a great increase of that sort of drinking following the restrictions which had been put upon the public-houses.

1601. Have you reason to suppose that the same objectionable practice takes place under the operation of the present Act?—I am not in a condition to inform the Committee that it actually does take place. I have talked to some very intelligent officers upon the subject, and their opinion is, that its tendency is of that nature. I had one case of a man who was found in a wretched court with six or seven different sorts of spirits in his pocket, at church time, which he was selling at so much a glass to people who came to buy. He was condemned in a very high penalty. I have had information of gin and other spirits being sold, particularly in the houses of Irishmen. Whether the Excise do all they can to put an end to that I am not prepared to say; but we have not lately had any informations of that description. I do not think we have had one since the passing of the Act.

1602. Do you hear that publicans complain of men coming drunk to their houses after the houses are open, who must have obtained the liquor before?—I have frequently heard it alleged, when an information has been laid against a publican, that the people had been drinking somewhere else, and had broken in upon them, which is often, of course, a mere subterfuge.

1603. You think if drunkenness is to take place, it had better be in licensed houses, and under the surveillance of the police?—I think so, decidedly; I should not, as far as my judgment goes, disturb the present enactment in the Police Act, 2 & 3 Vict. c. 47, closing the public-houses till one o'clock on Sunday, but I doubt as to the words "during the hours of Divine service." Divine service is, in fact, going on all day on Sunday; I believe the fullest of all the services in London begin about seven o'clock in the evening, and close about nine; no ttempt has been made to shut up the public-houses during that period.

1604. Mr. *Cobbett*.] And yet it is contrary to the terms of the licences for them to be open?—It is, as the licence stood under the ninth of George the Fourth; but in the last Act the hours are specifically limited to the hours from half-past two to six; that gives a sort of sanction to opening the public-houses at six.

1605. Strictly speaking, the terms of the licence under the ninth of George the Fourth are still in force, are they not?—Yes, but there has been a subsequent Act; the ninth of George the Fourth was a sort of Magna Charta of publicans, and a great deal of it is still in force. There is a specific hour fixed now, from half-past two to six; that, I take it, has in effect repealed part of the licence.

1606. Do you decide occasionally under the previous Act?—We do.

1607. *Chairman*.] Have you had your attention turned to cases in which inconvenience has been suffered by the public under this Act?—I think although the Act is calculated to do good, it contains within itself the seeds of mischief; I think it rankles in the minds of the lower classes of the people, and that a state of circumstances may arise when that rankling may be greatly increased, and is likely to be mischievous. There are very few people in London who do not go out on Sunday. A great deal has been said about excursionists, but there are thousands of

of people who go out to Hampstead, Highgate, and all round there, and take their children with them very often; they are tempted by the fine air, and the fine scene, and the quiet, to remain to a late hour; they come back fatigued and heated and covered with dust, and, perhaps, they have some supper ready and want beer, and they find they are too late and cannot get it; that produces a great deal of disappointment, and the man will directly say, "A gentleman can get it, but we cannot." I believe that is very often said; they look upon the restriction as levelled at the lower classes of the people, and that it does not affect the upper classes.

1608. And as a magistrate, you think that highly objectionable?—I do. We can never tell what the future is pregnant with, but it appears to me that in these days, when there are so many discussions about the aristocracy, and questions of that kind, this is a sort of thing which will rankle in their minds; and whenever they are shut out from public-houses at that hour they will say, "A gentleman can go to his club, or he has the liquor in his own house."

1609. Do not you consider that at present, with a war going on, and when the people are likely to be called on to bear a heavy amount of taxation, such a state of things is particularly objectionable?—I think the change, under the circumstances of the case, is impolitic. It may do good, but my impression is that the evil belonging to it will predominate.

1610. Do you think a slight alteration in the hours to which the restriction now extends, might be usefully and conveniently made?—The Committee are quite aware that there is no restriction in point of time upon week days. A great question at one time arose with us whether, if a house was open after 12 o'clock on the morning of Sunday, that was an offence within the statute. The opinions of the Attorney and Solicitor-general, Sir Frederic Thesiger being then Attorney-general, were taken upon that question; and their opinion was, that if a house remained open after 12 o'clock at night, it was opening before one on Sunday, and convictions have taken place under that impression. It is a very whole some regulation, but the passing of the present Act was pushing the matter a good deal.

1611. The houses are now open at one, and remain open till half-past two. Do you think there would be any inconvenience to the public if those houses were to remain open from one to three?—I think not. You cannot embrace the whole of the hours of Divine service, unless you shut them up all the Sunday. I heard a clergyman boasting the other day that in the parish of Mary-le-bone, from eight in the morning till nine at night, there is some sort of service going on continually.

1612. What would the effect be if the houses were opened at five and left open till 11 or 12?—I think the Legislature might compromise the matter by taking away from the present licence that which, I think, is of little value. I do not think publicans generally would wish to keep open beyond 12 o'clock on any night of the week. A publican, in a very large way of business, told me he made a good deal of money between 12 and 2 in the morning; but he said, "I should be very glad to be compelled to shut up at 12, because then there would be an excuse for so doing."

1613. Have you heard great complaints made of excursion trains arriving when the public-houses are closed on Sunday night?—I have no doubt great inconvenience is felt.

1614. Mr. *Gregson.*] What hours would you recommend the Legislature to allow public-houses to be open on Sunday?—My opinion is, that the best compromise the Legislature could make, would be to take away something from the present licence on week days, and to compel all public-houses to shut at 12 o'clock at night, both on Sunday and week days. I do not think that would produce those angry sensations and ill-feelings which shutting the houses up at 10 on Sunday does now. I would require the police to see that every house was closed at that hour.

1615. Mr. *O'Brien.*] Are there not many theatres and places of public amusement, which are not over by 12 o'clock on week-days?—That is the only objection I see to such a system; but some arrangement as to night-houses might, perhaps, be made to meet the cases of markets and theatres.

1616. Mr. *Cheetham.*] Would that objection weigh at all in your mind?—Yes. The people can go, and do go, to lobster-shops and oyster-shops, and such places after the theatres close.

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1617. You think that suggestion would enforce good order on the one hand, and give due accommodation to the public on the other, while it would at the same time be acceptable to the publicans?—I think so.

1618. Mr. *O'Brien.*] Would that meet the case of compositors and persons connected with the morning journals, and others, who are obliged to be out at a late hour?—I think there is something going on in London all night.

1619. Mr. *Villiers.*] To that restriction of the hours on week-nights you think there would be no objection?—I think you would cut off a great deal of drinking by shutting up public houses at 12 o'clock every night.

1620. Do you think you can stop drinking by closing public-houses?—No, but you can check it a good deal. I know there is a good deal of drinking in the public-houses now.

1621. You have told us you believe there is a good deal of drinking at present in illicit houses?—I think the present restriction upon public-houses leads to that.

1622. And yet you would impose a fresh restriction?—Yes; I think you would thereby cut off a good deal of the means of drunkenness.

1623. What becomes, then, of the tendency to go to illicit houses?—There would still be that tendency. It is the shutting at 10 which creates that kind of want; I think, if the houses were open till 12, there would not be that want; certainly not in the same degree.

1624. Your new restriction would apply to every day of the week?—Yes.

1625. Do you think people would go into those places, which you say exist, where they sell spirits without a licence, when the public-houses were closed at 12 o'clock on the week nights?—Not to the same extent. I must be understood as not being able to speak with any degree of certainty to there being this illicit drinking, only I know there have been cases, and are some cases, to what extent I am not able to say.

1626. You cannot tell the Committee that the Act has produced any effect in the way of increasing the number of unlicensed houses?—I am inclined to think it has.

1627. Have you any knowledge of the kind?—I have no knowledge.

1628. Have you made any particular inquiry on the subject?—Yes, I have; and the result is that there is a tendency to drinking going on in shell-fish shops, and oyster shops, and coffee-houses.

1629. Have you employed people under you to make those inquiries; and have they collected evidence of the kind?—Not evidence; I have observed that since the passing of the Act we have not had any informations laid against any person for selling beer illicitly.

1630. Is it from that you infer that they do it to a greater extent?—An intelligent officer of the court has made some inquiries, and he has told me that he has not the shadow of a doubt that it is so; but it is done with great care and cunning.

1631. Does not that imply some little neglect of duty on the part of the Excise, or of the police?—I am rather surprised that the Excise do not bring forward more cases.

1632. Can you give us the name of the person whom you employed to get this information?—I spoke upon the subject to our second usher, who has considerable experience; his name is Jones; he was of opinion that that was the case; but he could not speak with that degree of certainty that he would if an information were laid and proved.

1633. Did he speak from facts which had come within his knowledge?—To a certain degree. It was a sort of impression which one has that the thing is done. He said, "I am afraid the new regulation will be the means of driving a large number of persons to sell liquor illicitly."

1634. Thereupon he commenced the inquiry?—He mentioned to me that in two or three cases he had seen people drunk in the streets when the public-houses were all shut up.

1635. At what time of the year was it he commenced his inquiry?—Very lately.

1636. Over an extended district?—No; it could hardly be called an inquiry. This man lives about a good deal among different kinds of people, and I was asking his opinion, and that was what he told me.

1637. However he can be called, and can tell us the facts which are within his

his knowledge?—He can tell you what he knows; I doubt if he or any one can give you positive facts.

1638. You say you would leave the law as it stood before the present Act was passed?—I would leave the matter as it stood under the Police Act, subject to a change in the hours of closing.

1639. Are you inclined to believe that the poor think there is a great distinction between them and the rich, that the rich are always able to purchase what they want while they are not so fortunate?—They are restricted; the rich have comforts in their own houses, and they can go to their clubs; I would take leave to suggest that if the hour of 12 were adopted it would keep open the public-houses nearly as long as the club-houses are open.

1640. In your recommendation to change the provisions of the Beer Act, you propose a change in the course of the week as well as on Sunday, as a compromise between the morals of the public and the profits of the publican?—Yes, and as more calculated to satisfy the people, or less likely to irritate them, than the present system. I think, also, that morality would gain by it; I think, if they were restricted from selling beer after 12 o'clock, it would do good.

1641. I gather, from what you say, that you are of opinion that you can promote morality by restricting the hours for the sale of intoxicating liquors?—I think so; I think that would be a restriction which would not produce any evil consequence.

1642. You approve of the principle of restricting public-houses to certain hours, in order to promote good order?—I must know first what the restriction is to be. I think a restriction for all Sunday would rankle a good deal in the minds of the people.

1643. You do not think it objectionable to legislate for public-houses at all?—No.

1644. You only object to the particular restrictions which the Legislature has imposed?—You cannot get into the Athenæum after one in the morning; I think, if public-houses were only open to twelve or one, people would not complain.

1645. You are aware that a clubhouse is not an hotel; it is an association of private gentlemen who choose for certain purposes to assemble together under one roof, in a house that belongs to them?—Certainly.

1646. What is your opinion respecting the interpretation of the words "*bonâ fide* traveller"?—If I were a Member of the Legislature I would leave the words out. Some words, I think, might be introduced, making a man liable to punishment for an offence against the Act, unless under circumstances to be left to the discretion of the magistrate. I do not apprehend it is possible to give a definition of the words "*bonâ fide* traveller."

1647. You think it would secure uniformity among the magistrates to leave it to them to say when a person may open his house, and when he may not?—I think it would come nearer to uniformity; there might still be a little difference of opinion, no doubt.

1648. Do not you think the magistrates differ very widely in their opinions as to who may, or who may not, require refreshment?—I am not surprised that they do differ. I find, in Dr. Johnson's quarto volume, five sections under the head of "traveller," and nearly three heads in each of those five; so that he does not give less than 14 definitions of a traveller.

1649. You would leave the definition to the discretion of the magistrate?—Yes

1650. Upon whom would you cast the proof of the offence when any information was laid against a publican?—I would have the case stated and proved by evidence, and then let the publican make his defence.

1651. Should the informer prove that the man had committed the offence, or should the publican be thrown upon the proof that it was not an offence?—I think the police, or whoever the informer might be, must prove the offence: the publican must make his defence, and the magistrate must decide the case.

1652. What would the informer allege?—That the house was kept open during the prohibited hours, and persons entertained in it. The publican would say they were persons who, from their circumstances, required refreshment; they came from a distance, and required refreshment; he would call them travellers.

1653. You would leave that to the judgment of the magistrate?—Yes.

1654. You have experienced no difficulty yourself in the interpretation of the words?—No; I have very seldom had the exception pleaded. Most of the

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informations come from London itself, where the question respecting travellers seldom arises. I believe that the publicans themselves in London are not at all averse to the present system of shutting up; it is the great body of the publicans round London with respect to whom the question of travellers arises.

1655. You have not heard of much inconvenience resulting to persons on returning home to London by train, from the public-houses being closed?—I have heard of inconvenience, in their not being able to get refreshments.

1656. Does not the publican sometimes serve them, and does not the information in such cases come before you?—I think they pretty generally shut up. Sometimes we have an information laid; not many days ago we had some cases of the kind.

1657. Were those informations for having the houses open during the prohibited hours?—Yes.

1658. What was the defence in those cases?—One was that the persons were lodgers; another, that the men pushed their way in against his will.

1659. None that the parties were travellers?—No. I have had that pleaded from Hampstead, but not lately.

1660. Mr. *Brand.*] Did I correctly understand you to say that the publicans generally in your district do not object to the Act of last Session?—Our districts extends out of London. The publicans, in what is called London, do not generally object to it. I believe they would not be very sorry if all the public-houses were closed in London during Sunday, provided every one was closed, but those are the people who live in the close parts of London. All the custom goes out to the suburbs on Sunday, and the Act injures the houses in the suburbs very materially.

*Boyce Combe*, Esq., called in; and Examined.

*B. Combe*, Esq.

1661. *Chairman.*] YOU preside over the Southwark Police-court?—Yes.

1662. Do you sit on Monday?—Very seldom on Monday.

1663. You have heard the evidence of the previous witnesses; have you any information to give the Committee upon the subject under their consideration?—I have not had any case before me on the construction of the words "*bonâ fide* traveller," nor have I had much experience at Southwark in the way of sitting on Monday. I understand there has been a reduction of the cases of drunkenness on Monday, but I think there has been an increase on Tuesday and Wednesday, though not a very great increase.

1664. Are you aware whether there have been more cases since the passing of this Act, or fewer?—I have not noticed that.

1665. Have you had any cases before you under the Act?—No, not as to the meaning of the words "*bonâ fide* traveller."

1666. No information has been laid against publicans involving the meaning of those words?—No.

1667. Have you formed any opinion as to the inconvenience which may result from some of the provisions of this Act?—I have my own opinion, that the restrictions ought to be removed; I think up to one o'clock on Sunday it is quite right to keep the houses shut, but I would not have them shut after 12 or one o'clock.

1668. You would open the houses at one, and keep them open till 12 at night, probably?—Yes.

1669. You would not close them during the time of Evening Service?—No; I can hardly say at what time service is not going on in London on Sunday.

1670. Do you coincide with Mr. Broughton in his idea as to the propriety of closing public-houses every night at 12 o'clock?—Decidedly not; the theatres are open, the trains are coming in, the provision markets of London begin at one o'clock in the morning, and go on throughout the whole night. I did not hear Mr. Broughton suggest any particular hour of opening; but even if he approves of the opening of houses at four o'clock, it would interfere materially with the provision markets.

1671. On Saturday night you would close them at 12?—Yes.

1672. Keeping them shut from that hour till one o'clock on Sunday?—Yes.

1673. Mr. *Cobbett.*] People are coming into Covent Garden Market all through the night, are not they?—Yes; the market carts arrive at night, from 11 or 12 o'clock up to three or four in the morning.

1674. Mr.

1674. Mr. *Villiers.*] You have had no official experience of the working of this Act?—None.

1675. All you know is what anybody else might know?—Yes, merely from observation.

1676. Mr. *Cobbett.*] You were a practising barrister before you were a magistrate?—Yes; I was called to the Bar in 1813.

1677. What is your opinion as to the meaning of the words "*bonâ fide* traveller"?—I suppose them to mean any person who is from home, whether on pleasure or on business.

1678. With regard to the onus of proof as to whether a party was a traveller, on whom should you put it?—On the party laying the information; first of all, from its being the usual course that when a party complains of an Act, he must prove it; secondly, from the impossibility of the publican proving it; and, thirdly, from the feeling I have that in all penal Acts where there is an exemption you should give a most liberal construction to the exemption.

1679. Mr. *Villiers.*] Have you not in the course of your experience had to decide with respect to the meaning of the word "traveller"?—Not in any important case. I have had it suggested that a man was a traveller, when I have not had any doubt about it; there has been no proof on the subject.

1680. It has been suggested as a matter of defence?—Yes.

1681. You never had any difficulty in deciding with respect to it, had you?—No; not upon the particular circumstances of each case.

1682. Mr. *Cobbett.*] It was not a point which was contested before you?—Not much; it was merely put up as a sort of general defence, just as we have publicans say such a man was a lodger. My answer to that is, "Does he lodge in your tap-room?"

1683. Mr. *Brand.*] The cases you have referred to occurred before the passing of the last Act?—Yes. I do not think I have had a single case respecting travellers since the passing of this Act.

1684. Are you inclined to give any greater weight to the word "traveller" because it is accompanied by the words *bonâ fide*"?—I am not; a man is a man, whether he is called a *bonâ fide* man or not.

1685. Mr. *Villiers.*] I suppose any excuse of that kind might be frequently alleged without its being true?—Constantly; it is put up as an idle defence, without much expectation of its being attended to.

1686. Your opinion is that the magistrates have a difficulty in deciding who is a traveller and who it not?—I cannot say they have no difficulty.

1687. Do you think that any man of common sense can doubt who is a traveller and who is not?—A direct answer to that would probably be a reflection upon the magistrates who have expressed such a doubt.

1688. Is not it rather the words *bonâ fide* which have introduced the difficulty?—They would not introduce any difficulty in my apprehension.

1689. You consider a traveller is a person who is so far from home as to be unable to get refreshment there?—Yes.

1690. Is not that the construction put upon the words generally throughout the country?—It is the construction I should put upon them; I am not able to say what may have been the general construction.

1691. *Chairman.*] A man carrying his child, and going with his wife up to Hampstead, you would consider a *bonâ fide* traveller?—Undoubtedly.

1692. You think that every facility should be thrown in the way of the working classes to go forth on Sunday and amuse themselves in the country?—I think so.

1693. It tends to the well-being of society that it should be so?—I think so.

1694. And it is such a sort of recreation as people have a right to expect in the improved state of locomotion at present?—I think so.

1695. Mr. *Villiers.*] Do you happen to know whether the resistance shown to the late Act arises from the consumers at the public-houses or from the owners, and the brewers?—I have no means of knowing. Though I am a namesake and relation of a large brewer, I have never had any conversation with any brewer on the subject.

*Jovis*, 19° *die Julii*, 1855.

MEMBERS PRESENT.

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|---|---|
| Mr. Berkeley. | Major Baring. |
| Sir John Pakington. | Mr. Villiers. |
| Mr. Brand. | Mr. O'Brien. |
| Mr. Massey. | Mr. Cobbett. |
| Mr. Scholefield. | Mr. Cheetham. |
| Mr. Gregson. | |

THE HON. F. HENRY F. BERKELEY, IN THE CHAIR.

*Thomas Wakley*, Esq., called in; and Examined.

*T. Wakley*, Esq.

19 July 1855.

1696. *Chairman.*] YOU are Coroner for the county of Middlesex?—I am.

1697. How long have you held that office?—Since 1839.

1698. Over what area does your jurisdiction extend?—Nearly four-fifths of the county; about 200 square miles, including a population of upwards of 900,000.

1699. On the average, how many inquests do you hold annually?—Between 1,100 and 1,200.

1700. In the performance of your official duties do you see a great deal of the conduct of publicans and their customers?—I suppose very few persons see so much, the inquests being nearly all held in the establishments of licensed victuallers.

1701. Do you happen to know what is the general feeling among the vast population which you have described with respect to the Beer Act of last Session?—Judging from the remarks I have heard after inquests have terminated, on the part of the jurymen, I should say there is a feeling of very violent hostility against it. I also think that the enactment of that Bill has produced a very unfavourable opinion with regard to the Legislature. There is an impression that it is a coercive Act, and that it constitutes an unjustifiable interference with the pursuits of the middle and labouring classes of society.

1702. Do you find the publicans themselves entertain strong feelings against the Act?—Yes; but my impression is that the publicans are not so strongly impressed against it as the public themselves.

1703. About what number of jurymen are summoned before you annually?—From 17,000 to 20,000, and about 14,000 sign my inquisitions.

1704. Of what class do they consist?—Generally of tradesmen in the towns, and of farmers in the country.

1705. Have you heard any complaints from those jurymen as to the operation of the Act?—Continually, incessantly. I believe that the enactment of the Beer Bill constituted the foundation of the extremely violent feeling which was manifested against the Sunday Trading Bill.

1706. Have the same complaints been made by publicans?—Yes, very much so; but I do not think there has been so general a feeling manifested against the Bill by the publicans themselves as by the public.

1707. Have you been questioned at all touching the word "traveller"?—Frequently. The publicans state, that in consequence of the contradictory decisions of the magistrates they do not know what to do; my own impression, in regard to the words of the Act, I have frequently said, is this, that "a traveller" is a man who is away from his home; and if I were a publican, and a man applied to me for something to drink, or for refreshment, and I knew that the man was not a member of my own establishment, and unless I knew he resided close to me, I should consider him a traveller, and certainly should serve him.

1708. Have publicans themselves expressed to you their inability to understand what is enjoined on them by the law?—Certainly they have; only a few days

days ago a publican in the neighbourhood of Battle-bridge stated to me that some invalid soldiers were brought to his house on a Sunday morning; I think he stated, but I am not sure, that they were brought from London-bridge station; they applied for refreshment; there were four or five of them, and it was stated that there were a great many more coming. The publican stated he did not know what to do, and he went to the police station and asked there if he should supply them with refreshment; he was told at the station by the inspector, or the person in authority whom he saw there, that if he supplied them, he must do it on his own responsibility. The publican said, in consequence of this he could not admit the men into the house, but he placed some forms in the street, and he gave the soldiers some bread and cheese, and I think he said some water; he was afraid to supply them with beer. I can give the Committee his name and address; his name is Freeman, and he resides at the Denison's Arms public-house, close to the Great Northern Railway Station, Battle-bridge.

1709. Publicans have complained of the contradictions of the decisions under this Act, and of the hardship upon them?—They say they cannot comprehend it, in consequence of the decisions of the magistrates; and they do not know how to act under it.

1710. Generally speaking, in your large district how do you find the business of publicans conducted?—Remarkably well. As a class of tradesmen, considering the difficulties they have to encounter in the conduct of their business, I do not know a body of men who are more entitled to respect; I think the way in which they conduct their business is most exemplary; and I scarcely ever hear a complaint against them, or an offensive word used by a member of their establishments.

1711. Do you think it an advantage that great care should be taken in granting licences to public-houses, and that those public-houses should be under the surveillance of the police?—I do not think it is right to make the police spies upon the conduct of licensed victuallers. My impression is, that it lowers the character of the police, and produces a feeling in regard to that body which is very injurious to their general operation.

1712. Are you aware what class of persons are encouraged by publicans to come to their houses?—Publicans, so far as I have observed, encourage to their houses respectable persons; I mean persons who are respectable in consequence of the propriety of their demeanor. The notion has prevailed, and I found it to prevail when I was in Parliament, that publicans encouraged drunkenness; that they were the promoters of drunkenness. I observed, when I was in Parliament, that publicans were marked men with regard to legislation; they seemed to be picked out for annoyance and persecution. That was my impression, and I have publicly stated so in the House of Commons. Now a publican, instead of being an encourager of drunkenness, is more annoyed and more injured by drunken people than any other tradesmen in society. A single drunken man has been known to ruin a public-house; he is a constant annoyance. A man who is in the habit of getting drunk is either a fool or a lunatic when he is sober, at least that is my opinion; you may easily conceive, therefore, what sort of a person he is when under the influence of intoxication. Publicans and all their establishment absolutely view the presence of such men with horror; the know the injury they do them, because they drive respectable persons from their houses.

1713. Mr. *Villiers.*] Are you referring to any evidence to this effect?—I say so, looking to the legislation respecting them; at one time, no matter what the annoyances were to which publicans were exposed, they could not call in a policeman; they could not get a policeman into their houses to protect them from assault.

1714. *Chairman.*] Do you observe generally that it is the custom for licensed victuallers to employ their wives and daughters in the business of the house?—Constantly; I think the retail portion of their business is conducted chiefly by the female branches of the family. I really think that the capacity and industry which the wives of publicans exhibit is in the highest degree creditable to the character and capacity generally of English women. I scarcely know any women who display more propriety of conduct than the wives of publicans in discharging the duties connected with their establishments.

1715. Therefore you consider that, as tradesmen, licensed victuallers hold a respectable position in society?—There cannot be, in my opinion, a doubt of it; for example, I continually find that, when tradesmen are summoned as a jury

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from the neighbourhood, if there be a licensed victualler among them he is often chosen by his neighbours as foreman. We find that to be constantly the case: nothing is more frequent.

1716. Do you consider that the number of inquests held by you, in consequence of the effects of intoxicating liquors, have diminished at all since the passing of this Beer Act?—Certainly not; I had three inquests yesterday, and all were held in consequence of habits of intoxication.

1717. Have you any knowledge on your own part, or do you think that drinking takes place in holes and corners when public-houses are closed on Sunday?—I am not capable of speaking to that point; I have heard it stated that such is the case.

1718. Have you had any complaints from the tradesmen and working classes, who are excursionists, of their being unable to obtain proper refreshments on Sunday, in consequence of closing the houses?—Innumerable complaints; I hear after inquests remarks made by one juryman to another on Mondays and Tuesdays, for example, that they returned on Sunday after 10 o'clock and could get no refreshment whatever, and they thought it was very hard, and did not know why they should be so treated.

1719. You have an opportunity of seeing a great deal of the working classes and the trading classes of this metropolis on Sunday; should you say that the class of persons who travel by the excursion trains are a respectable and quiet class?—Certainly, that is my impression; they are highly respectable persons, and I think they ought to be very much encouraged in going out of the vitiated atmosphere of this metropolis.

1720. You think such excursion trains tend rather to make them both morally and physically better?—I have no doubt of it whatever, and I only regret that labour does not end at two o'clock on Saturdays; the week is now so pushed into the Sunday that people have scarcely time for recreation or innocent enjoyment on that day. My belief is that if labour were made to close at two o'clock, the moral results to society would in the course of time be indescribably great.

1721. Do you think that the restrictions placed upon the working classes and the trading classes of society by the operation of the Sunday Beer Act are objectionable?—I think they are objectionable, because in my opinion they never could accomplish the end in view.

1722. Do you think that the quiet and orderly conduct of cities would be at all interfered with, or that any objection would exist to altering the hours of this Act so as to suit the convenience of the public?—Not in the slightest degree; I cannot conceive that any inconvenience would result from it, or that there would be any disorder.

1723. Would you see any objection after Divine service, that is, after one o'clock, to permitting public-houses to be open till 12 at night?—I do not see any objection to that; some parties are for keeping open till 11 o'clock and some till 12. Perhaps, if the difference were split, and it were made half-past 11, there would be no objection to that. A great deal of the noise and commotion caused at public-houses is in consequence of the conduct of persons who, every now and then, have for a time been teetotallers; they break out after two or three months' abstinence, and then become absolute madmen when they are intoxicated. The teetotaller, I am afraid, from Whitechapel goes to the west end of the town to get intoxicated; and the teetotaller of the west end goes to the east to get intoxicated, and they break out almost into a state of madness.

1724. Has that come under your own observation?—Certainly; and I have heard the same thing over and over again. When a man's conduct has been complained of, it has been said he has been a teetotaller for three months, but he has had "a break out."

1725. From your knowledge and experience of the feelings of the trading and working classes, do you believe that drunkenness cannot be restrained by legislative Acts of this kind, but that they are likely to produce a bad feeling?—There is no doubt a bad feeling has been produced by Acts of this kind; I do not believe that by direct legislation the objects can ever be accomplished.

1726. Mr. *Villiers.*] What objects?—Sobriety and temperance. If the aristocratic classes mixed more with the middle classes and industrious classes in public amusements; if they met them more frequently, and associated with them in their ordinary enjoyments; and if the latter were brought more out from their

their garrets and from their cellars, where they are so constantly employed in labour, and if there were encouragement given to them to appear in good clothes and maintain a respectable appearance, and if Parliament also were seriously to take in hand the subject of education, and the masses generally were educated as they ought to be, it is my firm opinion that habits of drunkenness would diminish to a most extraordinary extent, because we do not see those habits among the educated classes of society.

1727. *Chairman.*] Do you consider that education, as far as it has gone, has already had an ameliorating effect upon the manners of the people?—No doubt of it; but you will be very much surprised to hear that I have had in this county, in the western or rural part of Middlesex, 11 marksmen for jurymen out of 13, and on one occasion I think I had 12 out of 13.

1728. Sir *J. Pakington.*] Of what class were those people?—From the working classes chiefly, and the smaller tradesmen. I have had the foreman of a jury unable to write his name.

1729. Mr. *Villiers.*] Have you observed of what age those men were?—Not very young. I may say further, that if the receipts taken at inquests are examined at the session-house, one-half of the witnesses will be found unable to write their names; that is, one-half in the western division of Middlesex.

1730. *Chairman.*] You think it is high time that the Legislature, by attending to the education of the people, should remove that opprobrium upon the English which is felt so strongly in America, where it is said that the English operative is known by making his mark?—I think it is high time that it should be removed; but I very much fear, from the differences of opinion on the subject which I myself continually witnessed when in Parliament, that the cause of education will be sacrificed to religious prejudices; but it is a very great evil, and one which cannot be too much deplored.

1731. Mr. *Villiers.*] I believe you wished to be called as a witness here?—No; I made no application whatever; on the contrary, I was taken last night quite by surprise. I am here unwillingly.

1732. You have expressed very strong opinions upon this subject, and they have become known?—I think not; at any rate on only one or two occasions, because I do not like to interfere in such matters. I am out of them now, and I interfere very little indeed. When I am questioned on a subject, it is my habit to give a direct answer, and state at once what I think.

1733. Those were public occasions when you expressed those opinions?—Not at public meetings, but only to jurymen in the inquest rooms, after the inquests were over. Sometimes jurymen are in the habit of making remarks, and saying, "It is a good thing you have left the House of Commons, it is getting into great disrepute;" and I assure you this species of legislation is lowering the character of the Legislature very much in the public estimation, and producing a feeling with regard to it which I think is very much to be deprecated.

1734. You say about one-half of those people cannot write?—No; I spoke of the witnesses.

1735. Who is it you have had these conversations with after the business is over?—The jurymen.

1736. You said the jurymen on some occasions cannot write?—One foreman, I think, out of 10,000 inquests was a marksman.

1737. Then education is not quite so low as you described it just now?—He was a remarkably clever man, and I was told he was worth between 20,000*l.* and 30,000*l.*; one of the jurymen said, "I think he has made a good deal of it because he cannot write;" the Committee will understand that those are exceedingly rare exceptions.

1738. You mentioned the fact just now in order to show the low state of education in the western parts of Middlesex?—To show that it has been very much neglected; I particularly referred to the witnesses; half the witnesses who come before me cannot write their names, and they do not.

1739. Do you speak here in an official capacity, or do you only give us what you have heard from those persons you are brought in communication with, and the general gossip which takes place after an inquest?—I speak in my official capacity in a great part of my evidence, and I speak as an ordinary individual in other portions of it; I do not believe that habits of drunkenness have decreased.

1740. Do you speak upon this subject upon which you are giving evidence

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from any official experience you have had beyond this sort of gossip, which anybody else might have in a room with certain persons with whom he is acquainted?—I have had official experience as coroner.

1741. What official experience is it which enables you to state what are the injurious consequences of the recent Beer Act?—I cannot state the injurious consequences of the recent Beer Act further than I have done.

1742. I wish to know the real importance of your evidence, whether it arises from any official experience, or whether it is mere hearsay?—It is not for me to weigh it; you must do that.

1743. What is the authority with which you speak?—No other than my individual observation.

1744. It does not come before you as coroner what inconveniences are caused by this Act?—Most decidedly not, because I am not a publican, and unfortunately I am not an excursionist.

1745. You have spoken with great enthusiasm about publicans, and made a very serious charge against the Legislature with respect to that body; I believe it must be new to the members of this Committee, as it certainly is to me, that there has been this prejudice against publicans in the House of Commons, and still further that there has been this legislation directed against them; you have stated one instance of it; you said it was the fact within your experience, when you were in the House of Commons, that so strong was the prejudice against the body of publicans that the Legislature actually prevented them in cases of assault from calling in a policeman; will you have the goodness to mention the particular Act or occasion to which you refer?—That was the state of the law under which the publican then carried on his business; I have heard publicans complain again and again that they could not, and if you had publicans here they would state to you the particular occasions on which that happened; that they were not authorised to call in a policeman even although their wives were assaulted.

1746. I think you have mentioned that in order to show that publicans are a marked body, and that there is a strong prejudice against them in the Legislature; you gave as an instance that the protection which was given to other classes was withheld from them; what proof have you of that?—I can only tell you what was my own experience in the House of Commons, and the result of my constant communication with publicans at that time; the publicans themselves used to represent to me that they were selected for persecution, and my impression was, and is, that they did not state that conviction without there being a foundation for it.

1747. You have been a member of the Legislature, and have communicated a good deal with publicans; what proof have you had of their being specially persecuted?—I could not furnish particular examples; I only state what was my impression from the character of the legislation when I was in Parliament with respect to them, and their own complaints.

1748. What was the character of the legislation?—I cannot state now.

1749. Have you any recollection of any Act which created such an opinion that they have been persecuted?—I cannot specify the particular Act, but I think I could do so if I had an opportunity of coming here again; in that case I would give you a history of their grievances, and I believe that history would show that the Legislature has not acted towards licensed victuallers as it has acted towards other tradesmen.

1750. You distinguish licensed victuallers from beershop keepers?—I do.

1751. In what respect?—There has been very little interference with beershop keepers compared with the interference with licensed victuallers. The licensed victualler is dependent upon the magistrate, for instance, for carrying on his trade; if he gives offence, if a person informs against him, if persons consider that they have been ill-treated in his house, they may make reports to the magistrates, which may endanger the whole of the man's property.

1752. Do you consider it a hardship to a publican that he is obliged to receive his licence from the magistrate?—I do not go so far as to say that, but I say they are exposed to that which the beershop keeper is not.

1753. That is a hardship to which they are exposed?—I think it is a hardship.

1754. Sir *J. Pakington.*] That you would not wish to do away with?—I question if it could be done away with now; but I think the day may come when it may be.

1755. Mr. *Villiers.*] Your general observation extends not only to beershop keepers, but to the licensed victuallers?—My experience of beershop keepers is very small compared to my experience with licensed victuallers.

1756. The proof you give of your assertion is, that they are subject to lose their licences?—I have come here quite unexpectedly; I only received notice last night, I did not know that I was to be examined here, and if you will give me an opportunity of coming again I will give you a succinct account of the grievances to which I consider licensed victuallers have been exposed.

1757. As distinguished from beershop keepers?—And other tradesmen.

1758. You stated that this proof of prejudice against publicans which you have observed in the House of Commons existed formerly; do you mean that it has been removed since, and that they may now call in the police to protect their wives when assaulted?—I believe an alteration has taken place, so that they can do so now; they have adequate protection from the police in case of misconduct in their houses now.

1759. That grievance has been removed?—I believe so.

1760. Sir *J. Pakington.*] By a persecuting Legislature?—I think that has been removed by the Legislature.

1761. Mr. *Villiers.*] As you have never heard anything but a favourable opinion expressed of publicans as a body, where else, except in the House of Commons, has that unfavourable opinion of publicans been given of which you speak?—I do not think anywhere except in Parliament.

1762. You think generally licensed victuallers stand high in the estimation of the community?—They are respected as much as any other class of tradesmen.

1763. Then there is no prejudice against the licensed victuallers generally?—I find none.

1764. You were referring, therefore, only to the House of Commons when you were there, and to that one grievance?—I refer to others; there was a standing committee of the licensed victuallers, and they frequently came to me, stating the complaints they had against the manner they were treated by the Legislature; I could not now, in consequence of the multiplicity of things I have had to do, refer to what those supposed grievances were, but I will undertake to give the Committee a categorical account of them on a future day, if I have an opportunity of coming here again.

1765. I understand you object to all restrictions on public-houses?—I did not say I objected to all restrictions; I said probably some restrictions were necessary in the present state of society.

1766. What restrictions do you think are necessary, and what restrictions did you allude to as mischievous?—I think the restriction is a good one which closes public-houses from 12 on Saturday night till one o'clock on Sundays.

1767. Why?—I hear no complaint against the operation of that law.

1768. Why do you think that restriction a useful one?—Because it has been attended with beneficial effects.

1769. What beneficial effects?—It has kept people out of the public-houses on Sunday morning who otherwise might have been there, and I believe many families of artizans and labouring people have enjoyed a good dinner on Sundays in consequence of that restriction.

1770. What was the meaning of your former statement that you cannot make a man sober, and you cannot make him moral by any Act of Parliament imposing restrictions on public-houses?—You cannot do so; you cannot make him wholly so, it is only for the time; you cannot pass a law closing public-houses altogether.

1771. The question is as to restrictions on public-houses; you stated distinctly that you objected to such restrictions, because it was utterly impossible to make men moral or sober by closing public-houses, as I understand you; you alluded to a very great and recent restriction which has been put on public-houses, closing them for 13 hours out of the 24, and you say it is attended with great advantage to the wives and families of the working classes by keeping them out of the public-houses; will you have the goodness to reconcile that with your former statement?—It is not at all inconsistent with my former statement; I consider that the provision has been attended with the good effects I describe, and I should regret in the present state of society to see the law changed; I say, therefore, in a degree you may promote sobriety by direct legislation for a

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certain time; but it is impossible to carry that out entirely to the result which is intended.

1772. People would misapprehend you if they supposed you came here to speak against restrictions on public-houses with a view to keep people out of public-houses; you only come to speak against the particular hours during which they have been closed by a recent Act?—I have not come here to say anything in particular; I come to give answers to the questions which may be put to me as to my observations, experience and opinions. I say I believe the alterations in the Beer Act of last year were unnecessary; that they have been followed by no good results; that they have created an unpleasant and a hostile feeling with respect to the Legislature in the public mind, and that they have altogether failed to accomplish the object intended. But there may be some restriction that may be necessary; and I strongly approve, and always did approve, of the restriction closing the public-houses from 12 on Saturday night till one on Sunday.

1773. That restriction was passed when you were in Parliament, and you did not object to it?—I did not.

1774. You know that the publicans objected to it?—A great many publicans did, but a great many did not, because it should be recollected that the publicans themselves are very much benefited by that restriction; they have Sunday mornings to themselves, and have an opportunity of going to places of public worship on Sunday morning, which they had not before the law was changed.

1775. Are you aware that a great many publicans, and some of the most respectable, differ with you as to the extreme mischief of closing public-houses during the Sunday?—I have not heard any publican say that he approved of the recent change.

1776. Should you be astonished if you heard that publicans would not object to closing their houses during the Sunday, with the exception of the hours from five to 11 and one to three?—I should not be surprised if there were publicans who would entertain that opinion, because they would be very glad to have the day to themselves, and they might expect that they would transact as much business from five to 11 as during the whole day if their houses were open.

1777. If that were their opinion, it would not be a hardship upon the publicans to close their houses on Sunday night?—Those publicans may be peculiarly situated; there may be particular circumstances and habits connected with their localities which would prevent their being injured by such an arrangement; but I think the public should be consulted even before the publicans; it is the great body who should be consulted.

1778. There is not a universal feeling against the last Act among publicans, is there?—I have not heard any publican express an opinion in favour of it.

1779. Your experience has been very extensive with publicans?—Unfortunately, it has.

1780. Why?—From holding so many inquests at their houses.

1781. You speak about the inconvenience to the public; do you think there would be great inconvenience to the public if the houses were closed at 11 o'clock on Sunday night?—I dare say not; but a great many excursionists do not return till 10, and I think if they were given till half past 11 to obtain refreshment, there could be no objection to such an arrangement, and I cannot conceive it would be attended with any evil.

1782. Are you of opinion that there might be advantageously some further restriction than was provided under the old law, which allowed the houses to be open all Sunday night?—I do not think there would be an objection to some restriction, from what I have heard from publicans and from the public.

1783. Are you aware that public-houses were open all Sunday night before last year?—Yes.

1784. You do not think it would be objectionable to close at 11 or 12 on Sunday night, so as not to leave them open all Sunday night?—I think it would be objectionable to leave public-houses open all Sunday night; I do not see the necessity for that.

1785. You do not think there would be any hardship in closing them on Sunday night?—I do not understand that it would be objectionable to close them at half past 11.

1786. As you are for restriction, and as you are for even greater restriction than existed before the last Act, will you tell us what amount of restriction you think

think would be politic?—I have stated that I should be for leaving the public-houses open till half past 11 o'clock on Sunday night from five, and giving them the hours they had before between one and three.

1787. So that the amount of your evidence against the late Act is this; that instead of closing them at 10 you would close them at 11 or half past?—Yes, and keep them open from one till three.

1788. And instead of half past two, you would extend the time from one to three o'clock?—That is what I have heard; that is the conclusion I have drawn in consequence of the complaints I have heard.

1789. Major *Baring*.] You would open them at five instead of six?—Yes.

1790. Mr. *Villiers*.] You have made a curious statement about teetotallers as I understood it; from your experience, the greatest disturbances which take place in public-houses is owing to teetotallers?—I have heard the remark frequently made when there has been an unusual noise in the house, that it has been made by a man who had been a teetotaller for two or three months, and then for two or three days he had broken out and become like a madman.

1791. Do you know any fact of the kind; is it within your own knowledge?—I have no doubt I have heard the thing again and again.

1792. You have heard that a teetotaller has broken out again and become a drunkard?—Yes.

1793. You have not heard, as regards the body of teetotallers, that they have done any such thing?—No, nothing of the kind; I should be sorry that it should be inferred I had said so; I am quite aware that a great number of persons are teetotallers, and they believe they have derived immense benefit from being so.

1794. You think drunkenness a great evil, I presume?—I believe that drunkenness is the master curse under which society is labouring in this country. I assure you I do not speak at all in favour of habits of intemperance; I believe they are attended with the most enormous evil consequences, and I am sure of this from what I have seen, there are no persons more decidedly the enemies of drunkenness than publicans themselves, because drunkards are to them the greatest nuisances, and the sources of the greatest injury.

1795. It is quite possible to entertain the opinion that everything which is practicable should be done to prevent drunkenness, consistently with having a very good opinion of the publicans as a body?—No doubt about it.

1796. It is not every one who wishes to prevent drunkenness who has a prejudice against publicans?—No; on the contrary, you promote their interests by doing so.

1797. It is a trade which can be carried on very respectably?—It is a trade which can be carried on very respectably.

1798. Sir *J. Pakington*.] If I understand correctly your answer just given to to the Right honourable Gentleman, your objection really resolves itself into this; you think it would be better to allow one hour and a half longer for public-houses to be open in the evening than the present law permits?—That is my impression, and that they should have the same time as before, between one and three.

1799. Are you aware that the Monday morning cases of drunken persons falling into the hands of the police have diminished from 3,200 before this Act passed, to 2,000 since it passed?—I have heard so; at the same time I have heard that the drunkenness in the course of the week has increased.

1800. The one is a specific statement given in this room, on high authority; the other is a mere rumour which you have heard. Looking at the specific statement, would you not, with the views you have expressed as to the evil of drunkenness, consider it a very strong presumption that good consequences have resulted from the recent enactment?—That would be a fact certainly favourable to the change.

1801. You have stated that you have had very great experience in public-houses, from the fact of your holding your inquests there; are not your inquests, in a very great proportion, if not altogether, held on week-days, and not on Sundays?—Not any on Sundays.

1802. Therefore, may I infer that your acquaintance with public-houses on Sundays is limited?—It is very slight indeed; in fact, I have no knowledge of them on Sundays.

1803. As your practical acquaintance with public-houses is limited to week-days, and the Act we are considering refers entirely to Sundays, how is it you have had so much conversation with the parties who have attended as jurors on

the subject of this Act; have you inquired of them what they thought of the Act, or have they come to you with complaints of the Act?—I have never made it my business to inquire; I have heard remarks by jurymen among one another not even directed to me. While I am filling up the necessary documents, I hear conversations on the part of the jury, and hear their expressions of opinion; and I assure you the opinion has been always uniform against the operation of this measure, it being deemed by them a perfectly useless and vexatious interference.

1804. As this subject had nothing to do either with the day or the business upon which you attended on those occasions, or upon which your jurymen attended, upon how many occasions have you heard those conversations with respect to this particular Act?—It would be impossible for me to say; holding perhaps from 20 to 30 inquests in the week, with 12 jurymen or more attending at every inquest, it would be impossible to remember.

1805. Have you been spoken to on many occasions on the subject of this particular Act?—Several times; repeatedly.

1806. By what classes of persons?—Tradesmen constituting the jurymen.

1807. Were those tradesmen keepers of public-houses?—I cannot say.

1808. What were the special complaints they addressed to you?—Taking away the half hour between one and three, and closing at ten at night.

1809. Which of those was the cause of the more numerous complaints?—I can hardly say.

1810. Have you formed any opinion which of those two grounds of complaint really causes the most inconvenience to the public?—I think closing at 10 o'clock causes the greatest loss to the publican, and that I think is the greatest source of inconvenience to the public, in consequence of such a large class of persons being deprived of the opportunity after 10 o'clock on Sunday night of getting refreshment; clerks, for example; persons who are in lodgings and have no establishments of their own.

1811. Do I correctly understand you to express an opinion that whatever inconvenience there may be in closing so early as 10 o'clock at night, it bears upon the respectable and middle class of society, and not upon the working classes?—I think more upon the middle classes than upon the working classes.

1812. Is not it true that the middle classes have much more opportunity than the working classes of obviating any such inconvenience by means of having refreshment at their own houses?—No doubt they have; those who have establishments, but there are an enormous number who have no establishments.

1813. Take the case you have mentioned of a clerk; even if he be in lodgings and has no establishment, if he is aware that he lives under the operation of a law which closes public-houses at 10 o'clock on Sunday night, what is there to prevent him, if he has money to spend in public-houses, to spend that money in providing the means of refreshment in his own lodgings?—He might do so, without doubt, if he had the means; but at the same time a man cannot always calculate at 10 o'clock in the morning what he may want at 10 o'clock at night; and supposing he finds himself suddenly to be in want of refreshment, it is a hard thing that he cannot obtain it.

1814. Do not you think for the most part those classes who live by their own industry, are, at 10 o'clock, rather thinking of retiring to rest, than of going to public-houses for refreshment?—No question of it as a body.

1815. Major *Baring*.] With regard to the diminution of charges on Monday, do not you consider that it proceeds more from the closing of the public-houses on Saturday night, than from any change of the law with respect to Sunday?—I understood the Right honourable Baronet to be speaking of a period since that change was made; I thought he was referring to the change made during last year.

1816. Are you aware that a great number of excursion travellers return after 10 o'clock at night?—I have heard so.

1817. You consider it a great hardship that those persons should not have an opportunity of getting a pint of beer if they require it after they return?—Certainly.

1818. Mr. *Massey*.] You have said that you think that legislation must be inefficient to repress drunkenness, but do you not consider that discriminating legislation may have the effect of discouraging drunkenness?—Yes, but the question is, what is discriminating legislation?

1819. Do you think that people remain in public-houses all night for the purpose of refreshment, or for the purpose of indulging in intoxication?—I am afraid for a wrong indulgence.

1820. Then do you think that a law which would close public-houses during the night, would be an instance of discriminating legislation?—Yes, I have no objection to that.

1821. Do you think, on the other hand, a law which closed public-houses during certain hours of the day would be an instance of vexatious and unnecessary legislation?—It has proved to be so in this case; I believe the persons who really could give the best information on the subject, and make the best suggestions to the Legislature, would be the licensed victuallers themselves. I am quite sure, from what I have seen and heard of their conduct, there are no persons who are more decidedly against drunkenness than licensed victuallers, and I really do think in a general measure, that should be the foundation of the action of the Legislature with regard to the regulation of public-houses. The publican has the strongest possible interest in preventing drunkenness, for a drunkard is the greatest nuisance that can possibly exist in his entire establishment.

1822. Mr. *Brand.*] I understand you to say that you have no reason to believe that the publicans object to closing the public-houses from three to five on Sunday?—I think not; I have heard no objection to it.

1823. You probably think that calculated to check drunkenness?—It may do so to a certain extent; I have occasionally heard the remark, "Where is the necessity for shutting public-houses at all on Sunday afternoon?" but I do not think there is any strong objection entertained to closing public-houses between three and five on Sundays.

1824. Mr. *Villiers.*] I suppose you have occasionally held inquests on Monday or Tuesday?—Yes.

1825. After the inquest was over, the way in which you may have derived this information, was by one juryman saying to another, "Where were you on Sunday last"?—The conversation has not been addressed to me; it has been among the jurymen themselves; I have heard a man remark frequently, "I came home after ten o'clock last night, and I could not get anything in consequence of the houses being closed."

1826. Do you think there is any necessity existing for closing public-houses from half-past two to six on Sundays?—I do not think there is.

1826. You are not aware that during those particular hours drunkenness is practised more than at other times in the evening?—No.

1828. Mr. *Massey.*] You were asked by the Right honourable Baronet whether in your opinion a lodger might provide himself with refreshment in the morning of the day; supposing a lodger wanted a pint of beer at night, before he went to bed, would it not be much more agreeable to him to obtain that refreshment fresh drawn from the tap, than to keep it standing in his room all day?—Of course it would; I am afraid if it were standing all day, it would be a nauseating beverage.

1829. Mr. *O'Brien.*] That might probably induce him to substitute spirits for beer?—I think it would be an inducement to do that.

1830. Sir *J. Pakington.*] Would not the superiority depend upon whether the drink was in a bottle or not?—He might have bottled beer certainly; but beer bottled in the morning would not be an agreeable beverage in the evening.

1831. Mr. *Villiers.*] What is the proportion of cases which have come before you where death has resulted from drunkenness?—It would be very difficult to say.

1832. There is no record kept of the causes of death?—It does not appear in the inquisition.

1833. What is your impression upon the subject?—It is a large proportion; I have held five inquests in succession upon deaths caused by drunkenness; but sometimes the cause does not appear directly. Taking the cases I had yesterday; in the two first cases there is no doubt that the disease produced by intoxicating liquors led to the death of the parties; both men had livers of that peculiar appearance and structure which is brought on by alcoholic drink; nothing is better known in our profession than that; diseased kidneys were in one case also produced, apparently, from the same cause, and diseased brain from the same cause. One was a man found dead in his bed, and his former employer came

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forward and stated, that he was a man of such habits of intoxication, that it was lately impossible to employ him. The second was a case very much of the same character. In the third case it was a woman, who was alleged to have been killed by her husband while he was in a state of intoxication.

1834. Have you any means of knowing on what days, or at what times, drunkenness takes place to the greatest extent?—I have always thought on a Saturday night; that has been my impression from what I have heard.

1835. Are you of opinion, that on holidays and days of leisure there is more drunkenness than on other days?—When the public are out at places of amusement and away from their homes, I do not think they get so much intoxicated as they frequently do in places of concealed resort, where they are in a state of comparative retirement.

1836. I infer from what you say, that you are strongly in favour of all places of innocent recreation being thrown open on Sundays and other holidays?—Certainly.

1837. You do not believe that it would increase drunkenness?—Decidedly not; my decided conviction is, that it would diminish drunkenness to a very great extent.

1838. *Chairman.*] You have no objection to the restrictions which have been placed upon public-houses for the sake of securing the sanctity of the Sabbath?—Not the least, further than I have stated.

1839. It has not been the publicans alone who have complained to you of the recent Act, but the working classes indiscriminately?—My own impression is, that the publicans complain less than the public.

1840. You are aware from your great experience, are not you, that there are thousands of the working classes who live in single rooms?—An enormous number.

1841. Who have no means of refreshment in those rooms, but must go out to obtain it?—It is scarcely possible to provide adequate refreshment in such rooms; if they have meat, for instance, for any number of hours, it might become contaminated from the state of the atmosphere.

1842. Take the case of clerks; they have very seldom the means of providing themselves with food in their own houses?—Certainly; a single man being a lodger generally.

1843. Sir *J. Pakington.*] In the event of the Legislature making any change in the law with regard to the hours of closing public-houses, would you desire to see an alteration made for the purpose of closing them earlier than 12 on Saturday night?—I think not.

1844. Mr. *Villiers.*] You gave an answer just now to the effect, that the feeling against this Act has been very intense, and almost greater among the public than among the publicans?—I think so.

1845. Are you aware whether any public meeting has been held to express this feeling of theirs against the recent change?—I am not aware of any, nor have I been asked to attend any.

1846. Mr. *Brand.*] When you speak of the public, do you refer to tradesmen and to the middle classes generally, or to the working classes?—To tradesmen generally.

Mr. *Samuel Norwood*, called in; and Examined.

Mr. *S. Norwood.*

1847. Sir *J. Pakington.*] YOU are in the employ of the London and South Western Railway Company?—Yes.

1848. What are you?—Chief Inspector at the Waterloo railway station.

1849. In your capacity of chief inspector at that railway station, does it come within your duty to take notice of the number of passengers by excursion trains who arrive at that station on Sunday night?—We have a return every day.

1850. Can you state to the Committee the average number of excursionists returning generally on Sunday night, or the particular number on any specific night you may wish to mention?—The number was 1,857 last Sunday; 1,800 would be the average number through the summer.

1851. Have you ever stated to any gentleman within your recollection that the number of excursionists returning to your station on Sunday night was 3,000?—Not excursion passengers; but including ordinary passengers, in addition to those by excursion trains, there may have been that number; we have more than 3,000 passengers after 10 o'clock in the Waterloo station on Sunday night; we have 10 trains in between 10 and 11.

1852. And you think, including all classes of trains, the number of passengers arriving at your station on Sunday night averages 3,000?—Yes.

1853. Did you make a statement that the whole of those 3,000 persons who arrive wish to resort to the public-house for refreshment?—No.

1854. Have you any means of forming an opinion what proportion of those 3,000 persons desire to go to a public-house for refreshment?—I should think the greater portion of the excursion passengers would; they come from a very long distance.

1855. You think a great portion of the excursion passengers would do so?—Yes.

1856. Upon what ground do you form that opinion?—From the personal observations I have made upon the platform, and the complaints I have heard among the passengers.

1857. What do you mean by your personal observation upon the platform?—By standing there as the trains arrive, and noticing the people get out of the trains and hearing their complaints.

1858. Do you mean every Sunday you have heard complaints?—Not every Sunday; it was more at the commencement of the closing of the public-houses.

1859. From how many individuals upon any one Sunday have you ever heard complaints of being unable to go to a public-house?—I cannot tell you the number; Waterloo-road was in a great state of confusion on the arrival of the excursion trains the first Sunday night after the Act came into operation.

1860. I presume at that time the Act was not generally known?—No.

1861. Do you find any confusion in the Waterloo-road now?—No.

1862. Do you hear any complaints now?—Yes, at times.

1863. From how many individuals, on any one night in the present year, have you ever heard complaints that they could not go at that hour of the night to a public-house?—I cannot name the number.

1864. Have you ever heard half-a-dozen people in one night complain?—Yes, more than that.

1865. Have you ever counted them?—I can recollect that there have been more than half-a-dozen people; I have heard them say that it was a great hardship that they could not get something to drink after coming such a distance.

1866. To whom have they said so?—To me.

1867. Have they addressed inquiries to you whether they could get refreshment?—No.

1868. How long is it since you heard the last complaint of that kind?—Not later than a month back, at the very latest; I have not since that had any application nor received any complaint on the subject.

1869. You have observed a general feeling of dissatisfaction among the excursion travellers, that this restriction existed?—On the first occasion of the Act coming into operation.

1870. And you believe the same dissatisfaction still prevails?—I believe so, to a certain extent.

1871. Mr. *Villiers.*] Do you mean that the same amount of dissatisfaction prevails as when the Act first came into operation?—I should think not; the railway public have become pacified now.

1872. Sir *J. Pakington.*] You have been asked whether you have observed general dissatisfaction. Have you any means of ascertaining the existence of general dissatisfaction, except by what people say to you or within your hearing?—No.

1873. Mr. *Villiers.*] You have said that 3,000 people arrive at the South Western Station after 10 o'clock on Sunday night; is that so?—Yes.

1874. At what time of the year is it that so many people arrive after 10 o'clock?—During the season; the summer months.

1875. Beginning when?—In May.

1876. How long does it last?—Up to September.

1877. Do not the Richmond, Twickenham and Putney excursionists come to the South Western Station?—All are included.

1878. When you say they come from a very great distance, where do they come from?—Last Sunday they came from Salisbury, Portsmouth, Southampton and Winchester.

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1879. What proportion came at 10 o'clock from Salisbury, Winchester and Southampton?—One thousand eight hundred and fifty-seven came from there last Sunday evening.

1880. From those distant places?—Yes.

1881. How do you get at that information?—From the tickets that are issued.

1882. Do you receive the tickets?—No; I am the chief inspector at the station, but I know the number of tickets issued.

1883. Would you say that that is the average number through the summer?—No; I say 1,800 is our average number.

1884. Coming from those distant places?—Yes.

1885. What proportion came from the neighbourhood, and what proportion from those distant places; should you say that two-thirds of the people come from Salisbury, Southampton and Winchester, out of the 3,000 who arrive?—Yes.

1886. It is a smaller number which come from Richmond and Putney?—At that time of the night it is.

1887. Major *Baring.*] They come earlier?—Yes, from eight to nine o'clock we get the greatest number of people into the station.

1888. Mr. *Villiers.*] Are there arrangements for enabling people to go out on Sunday morning to those distant towns, and come back again?—We have an excursion train for the purpose.

1889. Do you find it answers very well; do a greater number of people go to distant places than to the nearer places?—Winchester is the first point we book passengers for; the Richmond and Windsor passengers come at an earlier hour than those from the more distant places.

1890. There are more come, you say, between eight and ten than after ten, on Sunday night?—Yes, from Richmond and Twickenham, Hounslow and Windsor.

1891. A greater number of persons arrive at the station between eight and ten than after ten?—Yes.

1892. Still you assert that 3,000 persons arrive after ten throughout the summer?—Yes.

1893. Have you observed what class of persons they are, generally speaking, who so arrive; would you say they are of the middle class?—Yes. We have very little trouble with the passengers; they are people in the habit of going out, I should say, either every Sunday or every other Sunday throughout the year.

1894. What does a person pay who goes on Sunday morning to Winchester, and returns in the evening?—Three shillings and sixpence and four shillings and sixpence.

1895. I presume that is a class of persons above the working classes?—They include the working classes; the greater portion of them are the working classes.

1896. The people who pay this fare to go to Winchester?—Yes; I think there are more of the working classes than any others. You would be surprised to see some of the people who go; some highly respectable persons avail themselves of this opportunity of going by the excursion trains.

1897. You see them well dressed and well conducted?—Yes, very much so.

1898. If they pay 3*s.* 6*d.* to go there and back, they must spend something when they are there?—I do not know what they do there.

1899. A man cannot spend less than 6*s.* or 7*s.* a day, who goes to Winchester, I suppose?—I do not know what they spend when they get into the country.

1900. Have you any reason to suppose those persons are of the working class?—Yes, I believe they are.

1901. Have you any reason for your belief?—I have no reason for it.

1902. What is it they want to do when they return; do they immediately ask for a place of refreshment?—They do not now immediately apply; they go out of the station. But I have heard them make the remark very often, "What a shame it is we cannot get something to drink."

1903. It is drink they want?—Yes.

1904. Other places are open, are not they; coffee-shops, and so on?—I think not, when the excursion trains arrive.

1905. Though they are not required to be shut?—Though they are not required to be shut.

1906. Still they always are shut, are they?—I do not know; our trains commonly arrive about half past 10 or a quarter to 11; and when the excursion trains arrive I leave the station, and as I go through the Waterloo-road I see the coffee-houses closed. That would be 11 o'clock, perhaps.

1907. From what you say, it appears that people cannot even get coffee after 10 or 11 o'clock?—I do not think, if I wanted a cup of coffee after 11, I could get it; up to 11, perhaps I might be able to do so.

1908. Do you know anything about that matter or not?—I do not personally.

1909. You do not know to what extent any one can get refreshments beyond this; that they cannot get liquors?—I do not.

1910. Mr. *Massey.*] When these excursion trains arrive, do you observe drunkenness or disorder among the passengers?—No; I do not recollect a case of that kind among them.

1911. Those trains convey a much larger number of passengers than your ordinary trains, do not they?—Yes.

1912. Do your company think it necessary to have any extra guards or policemen to preserve order?—We have two guards to each train.

1913. Do the people come in very dusty on Sunday?—We have improved carriages this year; they are all covered now, so that the people come in dry.

1914. What is the case with respect to the dust?—They are very dusty if there has not been any rain within a day or two.

1915. Mr. *Villiers.*] Have there been fewer of such passengers this year than before?—There has been more this year than before.

1916. The prohibition of selling liquor after ten has not prevented excursions?—No; we have had an increase in the number.

1917. *Chairman.*] You do not know any reason why the working classes should not be respectable, do you?—I do not.

1918. You say you have heard complaints made very generally by persons on coming off those journies that they cannot obtain refreshments?—Yes.

1919. And you have no doubt that that has been a very general cause of complaint?—It has been.

1920. Mr. *Brand.*] The only complaints you have heard, I presume, apply to those passengers who come a long distance; from Winchester, for instance?—I have not heard complaints of the same description from the passengers who come from Richmond and Twickenham.

1921. Because they reach the station between eight and ten?—Many of them later; I have not heard complaints of the same description from them that I have from the long journey passengers.

1922. *Chairman.*] Have you any reason for supposing that the persons who return by excursion trains may not require food as well as drink?—I should think they do.

1923. Sir *J. Pakington.*] Drink is what they have told you they have wanted?—I have heard complaints that they wanted refreshments.

1624. Mr. *Brand.*] I presume there is a refreshment-room at the Waterloo station?—It closes at ten on Sunday.

1925. Mr. *Villiers.*] May you sell spirituous liquors at the station?—Yes.

1926. Mr. *O'Brien.*] You say you have an average of 1,800 excursion travellers on Sunday throughout the year; does that include the Vauxhall station?—No; we do not stop there.

1927. Have you any knowledge whether those excursionists who arrive at the hour you mention have in many instances a long way to walk home after leaving the station?—I have heard them say, when they have been going out of the station, they have to go to Peckham or Dulwich.

1928. Do they mention that as an additional hardship, in their not being able to get refreshments?—No; they have not coupled that with the complaint.

1929. Major *Baring.*] Many of these excursion trains are very greatly after their time, are not they?—They are; they come a long distance, and it is impossible, with the number of passengers we have, to observe punctuality; we do not start the train punctually, for fear any should remain behind; we give them the benefit of a few minutes.

*William Frederick Beadon*, Esq., was called in; and Examined.



1930. *Chairman.*] YOU are a magistrate?—I am the Police Magistrate for Hammersmith and Wandsworth.

1931. Have many cases come before you under the recent Beer Act?—Not very many; I have had a few. I have had a less number, because I have been upon vacation, and my colleague has been sitting recently.

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1932. Do you sit on Monday?—I do always; Monday, Tuesday and Wednesday are my regular days.

1933. Has any difficulty arisen in your mind as to the meaning of the term "*bonâ fide* traveller"?—There has; a considerable difficulty.

1934. How have you decided in such cases?—I have decided such cases with reference to a case which was decided at the Brentford sessions, and taken up before the magistrates of Middlesex. I have always thought it was very important to be directed by the superior court to which any appeal may be taken; as it is of course disadvantageous to magistrates in a district to have an appeal taken up and their conviction quashed, I have been guided by that particular decision. That case occurred before I was a magistrate. The magistrates of Brentford, as I think I should have done on the occasion, had I sat with them, fined a publican for admitting into his house persons who travelled by van to Twickenham. Johnson's Dictionary was produced for the definition of the word, and the magistrate, I believe, fined the man 40 *s.* or 60 *s.*, and costs. The case was taken up upon appeal to the justices of Middlesex; and they, I believe, very nearly unanimously decided that those persons were passengers. With that decision before me, when I have been the magistrate sitting in court, I have taken that as my guide, and I have not thought that the words "*bonâ fide*" have made any alteration in the meaning of the word "traveller."

1935. You do not consider that excursionists are to be debarred from having provisions because they are not travellers?—I have not so decided.

1936. Are you aware that very conflicting decisions have taken place under the Act?—Yes; and after great consideration, I do not see that the words *bonâ fide* should make much difference in the view of the magistrates; because having the word "traveller" used with regard to indictments in the case of public-houses before, they have considered that a "traveller" must mean a "*bonâ fide* traveller."

1937. Are you of opinion, from the conflicting decisions which have taken place, that some alteration in the law should be made?—Certainly. I think that the word "traveller" has been defined by the common law to a great extent; that is to say, there is a common law liability under that word, and it would be dangerous to alter the word, because, with reference to actions and indictments, the word "traveller" is known as applied to persons entertained at public-houses.

1938. The publican under this difference of opinion must, of course, suffer as well as the public?—Before the Act came into operation, several publicans came to ask me what I should do in the matter, and how I should decide. My answer was, "I cannot tell you that; but I should hope and I apprehend when anything is done *bonâ fide* by you, you will not be punished for it." Using the words *bonâ fide* in the sense of the Act, that where the publican was *bonâ fide*, the magistrate will not be inclined to convict. If I considered that the publican had *bona fides* the belief that the party was a traveller, I should feel it my duty not to fine him, and upon that I have acted.

1939. How would you decide as regards the *onus probandi*; should it be thrown upon the person accused, or should the accuser give the proof?—I think the Legislature have settled that in a manner we cannot depart from. I think some of the magistrates have overlooked an Act of Parliament which I have brought with me, called Jervis's Act, to regulate our mode of proceeding. In the 14th section of the 43d of 11 & 12 Vict., we have this proviso: "Provided always, that if the information or complaint in any such case" (those are cases of convictions and orders) "shall negative any exemption, proviso, or condition in the statute upon which the same shall be framed, it shall not be necessary for the prosecutor or complainant in that behalf to prove such negative; but the defendant may prove the affirmative thereof in his defence, if he would have advantage of the same." That has been brought before me, and I have decided upon that section of the Act, which seems to me to leave no doubt whatever upon the subject. I think that has been overlooked.

1940. You are aware that other magistrates have come to a different conclusion?—I have heard so.

1941. Mr. *Villiers.*] The defendant is to prove the exception?—Yes, in all cases; that is the general law of the land, and I think it is a very dangerous thing to make an exception in any matter against that which is the law of the land.

1942. *Chairman.*] Does not that place any person who is accused under this Act in a very frightful position?—I think not. He must exercise his discretion,

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as he did before, under the common law, when he was subject to indictment for refusing refreshment to a traveller. A passenger must allege he is a passenger, no doubt, but I do not think there is any difficulty in the magistrate hearing and deciding the case, and if the man shows that the person does not belong to that part of the district, and the person declared that he had come from such and such a distance, and there was no reason to doubt it, I should not be inclined to convict under a penal Act.

1943. Place yourself in the position of a publican; some man covered with dust presents himself to you, and declares he is a traveller; suppose the publican gives him refreshment, and then has an information laid against him?—I should ask the police constable, "Have you any reason to doubt that the man is one who has come from a distance, and does not belong to the neighbourhood?" if the constable said he had reason to doubt it, I should say, some further inquiry must be made; but in general we can always get at that information. A difficulty, of course, must in some cases arise.

1944. Do not you see a great many difficulties?—There are difficulties, of course. I cannot shut my eyes to that. It becomes a question of discretion for the magistrate in hearing the evidence.

1945. Acts of Parliament which leave much to the discretion of the magistrate, and place matters too much in the hands of the magistrate, ought to be avoided, ought not they?—No doubt; because you thereby get what is one of the worst things in the world, conflicting decisions.

1946. Have you had any opportunity of knowing the inconvenience the public receive from this Act?—Merely from evidence; being in an out-district I have heard from several publicans expressions of complaint. I have been at Richmond, and have heard Mr. Ellis complain, and Mr. Adams, at Kew Bridge, and others, of the closing of the houses at that particular time. I do not feel so much for the excursionists as I do for those parties who go out for their health, who have been hard at work, perhaps, during the week; the shopkeepers and middling classes, and also persons who receive considerable sums of money, and who go down to get the fresh air at Richmond or Wimbledon on Sunday, and who cannot get refreshment during that part of the day when they want it. They want those refreshments about four, and then to return, and they cannot get them, and that is what they complain of.

1947. Are there many people who return to London, and having no means of refreshment in their own houses, cannot get refreshment at the public-house?—I have no doubt that happens; but the principal proportion of those I speak of generally return before 10 o'clock. The inspector of the South-Western Railway has given that evidence.

1948. They would suffer inconvenience in the country?—Yes; whereas those who go the longer distances suffer inconvenience on their return.

1949. Have you turned your attention to the number of cases of drunkenness which have been brought before you on Monday?—My evidence on that point is, that there is hardly any difference whatever. I have looked at my own books on that point. Mr. Paynter stated that the difference had been four or five per cent. I should say, looking through my own books, I do not see more than a difference of two per cent.

1950. Do you think the interests of the community at large would suffer if some relaxation of the present restrictions were made?—I do not. The Committee must understand that the Police Act under which we act has this enactment: "No licensed victualler or other person shall open his house within the Metropolitan Police District for the sale of wine, spirits, beer, or other fermented or distilled liquors on Sundays, Christmas Day, and Good Friday, before the hour of one in the afternoon, except refreshment for travellers." The enactment with regard to the afternoon before this recent Act had reference to the question of licence. Those cases were never brought before us at all. The police never interfered in the afternoon, therefore all the cases I have seen are up to one o'clock in the day. I have no reason to suppose mischief would arise from the houses being open in the afternoon.

1951. Would you see any objection to extend the period for half an hour?—My opinion is, that we should recur to the Police Act, which leaves the houses open from one o'clock to some hour in the evening; whatever hour might be fixed on.

1952. Mr. *Villiers*.] You would repeal the recent Beer Act, and leave the law

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as it was before that Act passed?—I would, to a great extent; but I am of opinion that the houses ought to be closed at 11 o'clock on Sunday, and on Saturday also.

1953. You are not of opinion that this Beer Act has been a source of unqualified mischief?—No; I do not go so far as to say that.

1954. You think that public-houses ought not to be open all Sunday night?—Certainly not.

1955. Did any mischief occur originally from their being open?—Common sense would say that the parties who frequented public-houses at a late hour were rather sots than otherwise; but 11 o'clock seems to me a fair hour to close, and I should think the publicans themselves would be satisfied with that hour, and they would be glad of it.

1956. The fault of this Beer Act, in your opinion, is that it has gone too far in restricting the hours; it is not that it is bad altogether; but you think the hours should be extended from 10 to 11?—Yes, I should say 11 o'clock.

1957. You would not consider that any inconvenience would arise from so great a change as that; namely, that they should be closed at 11, instead of their being open all night?—I think no inconvenience whatever, but on the contrary. Presuming for a moment that the Committee is examining me rather as to the effect upon drunkenness, I take the liberty of saying, that I think the laws respecting drunkenness ought to be altered. I think that is a matter of very considerable moment.

1958. Do you think that the closing of public-houses at night, or at any other hour, prevents drunkenness?—I have no doubt that those parties who would be sitting there at twelve or one o'clock are those men who ought to be at home with their wives and families, and who have no business there.

1959. You say you do not perceive any difference in the number of cases brought before you on Monday since this Act passed, compared with the number before the Act passed?—There has been a slight diminution, if anything, but so slight as hardly to be worth mentioning.

1960. Were you accustomed to observe that there were more charges for drunkenness on Monday morning than other days of the week?—They included the cases on Saturday night as well.

1961. Was it the case that on Monday you had more charges of drunkenness than at any other time?—Certainly.

1962. How many years have you been a magistrate?—Eight.

1963. Have you become a magistrate since the law came into operation, closing the houses on Saturday night?—That was before my time.

1964. I suppose those districts for which you act are a good deal replenished from London on Sunday?—Certainly.

1965. Therefore the drunken charges might not come before you if the drinking only takes place in those districts?—If the parties are taken within my district they would be brought before me; mine is a very large district, and the drinking and drunkenness has generally taken place in the district. The whole district extends from Knightsbridge Barracks, by the side of the Park, by Wormwood Scrubs, and so by Kew Bridge, crossing the river there and going away to Barnes, and going on to Merton Gate, taking in a part of South Lambeth.

1966. Is not that a district crowded by visitors from London?—There are a great many.

1967. Do not those people frequently get drunk?—The greater number of the charges we have are local ones; generally the charges come in the shape of some assault upon a constable.

1968. You think there is no perceptible change since the Act passed, closing the houses on Sunday night?—Not more than two or three per cent., I should say. My colleague seemed to think it was from four to five per cent.; I should say, looking at my own books, it is from two to three per cent.

1969. Are you of opinion that there is less drunkenness on Sunday than on other days?—No; there is no doubt that the Monday charges for drunkenness are always the most numerous and always have been, but the number of cases on Monday morning take in the charges on Saturday night; I am not in a position to divide the Saturday night cases from the Sunday cases, but the charges on Monday morning take in both evenings.

1970. You have no particular reason for your opinion in favour of closing the houses at eleven on Sunday night; you have no experience which recommends that

that change?—My experience on other days of the week is, that where public-houses are open, which they are, up to twelve o'clock, we get more drunkenness in them towards the latter end of the night, when, I think, it is too late for anybody to be at a public-house.

1971. Have you perceived any difference on Sunday night as compared with any other night?—I have already said the Monday morning charges are more numerous than on any other day of the week.

1972. It is from your general experience as a magistrate you think that the houses ought to be closed earlier on Sunday night?—I should say that eleven o'clock was late enough.

1973. You think so, because you find the Monday charges generally heavier?—Yes; I think the people who remain in public-houses after that time are regular drinking men rather than otherwise.

1974. You do not know of any practical inconvenience which would be caused to respectable people in your neighbourhood by closing public-houses at eleven?—On the contrary, I think the respectable people would be very glad that they should be closed, and I believe from what I have heard the publicans would not object to it.

1975. From what you have heard, you really believe that the keepers of public-houses themselves would be glad of that restriction?—They would not object to closing at eleven.

1976. You wish the Legislature to give some precise definition of the word "traveller;" you referred to the Police Act in which that word is used; have you ever had any difficulty in deciding cases in which that question arose before this recent Act?—I have not allowed myself to have any difficulty, because I have looked, in respect to all the cases I have had before me, which have been cases of boats on the river, and vans at Wandsworth, to the decision of the Middlesex magistrates in Quarter Sessions assembled, who decided that those people were travellers.

1977. Are the Committee to understand that the Middlesex magistrates have come to a decision upon this subject?—They have.

1978. Upon the word "traveller," or "*bonâ fide* traveller"?—Upon the word "traveller."

1979. That was a year or two ago perhaps?—Before that; it was before I was a magistrate.

1980. Did they give any general definition of the word, or did they merely decide upon the particular case?—They decided the particular case of pleasure vans.

1981. That would include, you think, all excursionists?—Yes.

1982. And you have acted upon that?—Yes.

1983. And I suppose all the magistrates in Middlesex would act upon the same rule?—I can only say if I were a magistrate sitting upon such a case, I should do so when I found a decision by the Quarter Sessions.

1984. Would any conviction by a magistrate be appealed against to the Quarter Sessions?—Yes.

1985. An appeal lies to the Quarter Sessions, does it?—Yes.

1986. What should you say was the general definition of "a traveller;" would you think that any person who was far enough from his home to be unable to obtain refreshment there was a traveller?—That was the definition I put upon it.

1987. That is the common sense definition, is not it?—I think so; it becomes difficult if you refine. With regard to those particular vans, in the first place, if they were going a short distance I should have been inclined to say the parties were not travellers; but when I come to this difficulty, that I must make a distinction between Isleworth and Windsor, I thought it would be fairer, under a penal Act, to regard them all as travellers.

1988. Can you suggest to the Legislature what definition they could give to the word?—I have great difficulty in recommending the Legislature to use any word but the word "traveller," because, as that is the word known to the common law of the land under which an indictment would lie, you would be interfering with the common law rights of a party going to a public-house. A person travelling in the country has a right to demand admittance to a public-house. If the landlord refuses him, he is liable to an indictment, and he is liable to an action if any injury is done.

1989. How then would you amend the Act?—I would leave it as it was.

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1990. You would strike out the words "*bonâ fide*," perhaps?—Decidedly. If the common law of the land has turned upon some particular word, it is always dangerous to alter that word in any way whatever; but it has acted very well, as far as I understand. I never heard of any difficulty till the words "*bonâ fide*" were introduced. I would beg leave, if I may be allowed, to say one word upon another question. There have been very considerable difficulties in my neighbourhood upon this question, namely, parties remaining in public-houses against the consent of the landlords very often, and sometimes forcing the landlords to transgress the law; there have been large contracts going on for buildings, and so on. My impression is, that it would be a very good Act of the Legislature if any parties whatever were found in public-houses at improper times drinking, to put a small fine upon them. I should say 20 *s.*, or 14 days' imprisonment. I believe it would assist the publicans to get rid of very troublesome persons if that were the case.

1991. Mr. *Massey.*] You have said that there has been a decision of the Middlesex magistrates with regard to vans; under what Act of Parliament was that?—It was under the 42d section of 2 & 3 Vict. c. 47, the Police Act.

1992. I understand you to say that drunken charges are more numerous on Monday than on other days of the week?—Yes.

1993. Can you state in what proportion?—I can hardly tell the Committee that.

1994. Would the number be double?—Yes, I should say so; that might be a fair way of putting it.

1995. We do not understand you to give more than a very general answer to that question?—I do not think I should be wrong in saying that the number would be double.

1996. Mr. *Brand.*] You state that several of the publicans in your district have complained to you of the inconvenience arising from the recent change of the law; as to what particular hour do they complain of the inconvenience?—With regard to the excursionists, they complain a good deal of the houses being shut between half-past two and six; from four to six is the time a great many of those persons want refreshment.

1997. They complain more of the houses being closed between half-past two and six than of their being closed at ten o'clock?—Yes; I think as regards the convenience of the public, it would be desirable that the houses should be closed at 11 o'clock on Sunday night.

*George Cruikshank*, Esq., called in; and Examined.

*G. Cruikshank*, Esq.

1998. Mr. *Villiers.*] WHAT are you by profession?—I am an artist.

1999. I believe you have given considerable attention to the subject of drunkenness?—I have. I have been considering that question about 40 years. I have a work in my hand which I published upwards of 20 years ago upon this subject, and upon the subject of the observance of Sunday. The evils of intemperance had been impressed upon my mind at a very early age, and I worked hard against it, by writing and by drawing for many years. Accidentally I was thrown into the company of teetotallers about nine years ago, who soon convinced me that my preaching was of very little use unless I practised; I believe I did very little good before I became a teetotaller; but since I have become a teetotaller, I believe I have influenced thousands, I am happy to say. My influence is not only felt in the metropolis, but all over the world.

2000. The Committee are inquiring into the operation of an Act of Parliament passed last year; so far as that Act has had any effect upon drunkenness, we shall be glad to hear any observations which you wish to make?—It is not my practice to go out much on Sunday, because I can go out on other days. I go out occasionally, however, and since this Bill has been in operation, though I have not made it my business to go out for the purpose of observing, the result of my observations has been certainly in favour of the operation of it. Sunday is much more quiet than it used to be, during the late hours in particular. I live in Mornington-place, Hampstead-road; before this Bill was passed, I was always disturbed in my night's rest by parties, in a state of intoxication, shouting and fighting occasionally, opposite the door, and using the most foul and abusive language, but since this Bill has been in operation that nuisance has entirely ceased.

2001. Are

2001. Are you aware precisely what change was effected by the Act?—The principal one was closing the houses at 10 o'clock instead of 12. In the very few instances I have been out on Sunday, it has been in the neighbourhood of London, at Isleworth. I have returned to town on three occasions by the short trains which have just been spoken of. Upon one occasion a party got into a second class carriage, and they were shouting and singing the whole way; they were in a state of extreme intoxication; one man dropped his hat out of the window, and was trying to get at it; and, altogether, it was one of the most disgraceful, shouting companies I have ever had the disagreeable necessity of sitting close to in my life. I would say, generally speaking, that the conduct of the other persons was very good indeed, and very much improved from what I have observed on former occasions. I have seen a great deal of riotous conduct at some of the stations for those short trains. I returned from Isleworth last Sunday evening; the only disagreeable circumstance I met with was from a publican, who was standing at the station at Isleworth, abusing this Beer Act to a very great extent indeed, and using some very offensive language at the same time. I should state that, at the whole of the stations, there were great crowds who could not be taken up, but the majority of the people were well behaved, and apparently sober.

2002. At what hour was this?—About ten o'clock at night; in no instance did I hear any complaint of persons not being able to get refreshment.

2003. There were a considerable number who arrived at that hour, but you say they did not complain in your hearing of the want of liquor?—No, not one; I have never heard that complaint made except by people around the public-house. I was going to call the attention of the Committee to one important fact in regard to this matter; that is the substitution of the word "refreshment" for the proper name of intoxicating liquors. When a man goes into a public-house now, if he is asked the question, he states he goes in there for refreshment; he does not say he goes in there for gin; he would be ashamed to say that; therefore, instead of intoxicating liquor being called by its usual name, the word "refreshment" is now substituted. I should be the last man to deprive any man of necessary refreshment, but I do not see that refreshment is necessarily constituted intoxicating liquor. People say, "Is it possible that an Act of Parliament is passed to prevent people getting refreshment?" I am sure that no Legislature would ever think of starving people, but the question is, whether it is necessary that intoxicating liquor should be furnished to them. I will give an instance of the kind of hardship some men feel in this matter: I got into an omnibus at Hungerford Market, there followed me in a well-dressed man and his wife, who was a well-dressed woman, and a little boy about four or five years of age, their son. The man pulled a bottle out of his pocket a transparent bottle, and he said, "Thanks to Kew for this;" he had travelled all the way from Kew without any refreshment, and he had brought this bottle of gin in his pocket that he might be secure of some refreshment when he got to London; his wife turned her head round, and saw, as I also saw, a drunken man trying to get on the top of the omnibus; the driver of the omnibus was resisting his doing so. In fact, there is an immense amount of drunkenness takes place in London now, and the most dreadful scenes arising from intoxication. I certainly think, instead of this Bill being rescinded, its effect ought to be increased.

2004. Do you mean to say that drunken scenes now occur on Sunday afternoon?—Yes; I have seen in Broad-street, St. Giles's, at four o'clock in the afternoon, a half intoxicated man knock down a woman several times, until she was covered with blood; and I have also seen in the middle of the day, in the City of London, a woman with her clothes so torn that she was naked to the waist, and with an infant in her arms, struck to the earth by a man in a state of intoxication.

2005. Are you aware that the houses are closed then?—They are open before that period.

2006. They are closed from half-past two to six, and you find at four o'clock great drunkenness is taking place?—Yes, and at eight o'clock. I saw a well dressed young woman so drunk one evening that she was carried on the back of one man, while another held up her feet.

2007. How would you propose to prevent that; it seems people find drink though the public-houses are closed?—The fact is, they get drunk in those hours which have been named, having got the liquor when the house was open at

*G. Cruikshank*, Esq.

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one o'clock; and when I have seen them drunk at eight o'clock they have got their liquor at six.

2008. What is it you come here to propose; is it that the houses should be closed the whole of Sunday?—I should wish them to be so.

2009. *Chairman.*] You think this Act does not prevent drunkenness?—No, not entirely; you cannot prevent drunkenness while there is a public-house open.

2010. Mr. *Villiers.*] Can you tell the Committee whether in any degree this Act, or any recent Act, has had any effect in preventing drunkenness?—Assuredly.

2011. Do I correctly understand you to have come to the conclusion, that the more restriction there is upon public-houses the less drunkenness there will be?—Unquestionably.

2012. That is your view of the case?—Yes, I am certain of it.

2013. I take for granted that you are not an advocate for the Maine Liquor Law?—I am; but I should not be satisfied with that; I have been the poor man's friend all my life, and I believe that no act of friendship would be so great to the poor man as to deprive him of intoxicating liquors.

2014. You probably would admit that a considerable inconvenience would arise if you were to prohibit altogether the sale of liquors?—Yes; but I hail this Bill as the first step in the right direction; I differ very much with one of the witnesses, who thought that the Legislature would fall into disgrace if they did not rescind this Act; my opinion is, that the Legislature will suffer materially in the minds of the thoughtful portion of the public if they rescind this Bill.

2015. I believe the opinion has become more and more general and decided of late years that drunkenness is the great and all prevailing cause of misery and crime?—Unquestionably.

2016. And people are becoming more than ever anxious to stop it?—Yes.

2017. Your way of stopping it is by the practical operation of an Act of this kind?—Yes, to assist in our efforts at moral suasion, and in the use of all fair and justifiable means which can be adopted.

2018. You would not deny, would you, that some inconvenience has followed from this Act to some people?—There has been none whatever; it is a disgraceful thirst after drink, and nothing else. I am satisfied there is not the slightest occasion for public-houses being open after 10 o'clock.

2019. Do you move about a good deal, and have you had the means of judging on the subject?—Yes.

2020. And you have come back by crowded trains late at night, and have not heard any complaint?—Not a word of complaint.

2021. Major *Baring.*] You say you do not often go out on Sunday?—No; in the few instances I have been out, I have made very minute observations.

2022. *Chairman.*] You said that you had been out twice in excursion trains, and you saw one drunken party in the train, and all the rest were sober?—Yes; after I came out of the train I saw other people drunk.

2023. Mr. *O'Brien.*] How did you happen to know that the person who was inveighing against the Beer Bill was a publican?—Because he spoke about customers to his house; he said a man came with his family and wanted some drink, and the man said that it was a very hard thing that he could not have something to drink for himself and family.

2024. Mr. *Villiers.*] Before the Act passed did you see a great deal of riot and disorder on Sunday night?—Yes.

2025. And now you see much less disorder?—Yes.

2026. Mr. *Massey.*] Has that improvement taken place since the latter end of last summer?—Assuredly, since the Bill came into operation, and I think the people have been generally very well satisfied with it.

2027. Mr. *Villiers.*] Do you mix a good deal with people of all classes?—I do.

2028. What do you find to be the opinion with respect to this Beer Act, of the people with whom you mix?—They are very much in favour of it. I speak not of teetotallers, but of gentlemen who, like yourself, abhor drunkenness, but who do not take any effectual means to remove it; but all persons I have conversed with approve of this restrictive Beer Bill.

2029. *Chairman.*] How many, in the whole, may those persons be?—My association is very extensive with various classes. With the higher classes, and with the middle classes, and with the working classes. I mix with working people in public meetings a good deal. I should say that I come in contact with some hundreds of persons.

2030. Who are not teetotallers, and of your particular opinions?—No; I exclude those. *G. Cruikshank, Esq.*

2031. Did you ever hear any small minority express a dissent to the working of this Act?—No, excepting those persons that would be found round the public-houses or frequenting the public-houses. 19 July 1855.

2032. Therefore you have scarcely come across any of those 400,000 who have petitioned against the Act this year?—I have not come across that class of persons.

2033. Most probably you have come in contact with those persons who petitioned for the total closing of the public-houses?—No, I speak of people generally.

2034. How does it happen that you have not met with any dissentients?—I have met with dissentients in those persons who hang about public-houses.

2035. Mr. *Villiers.*] If persons have signed petitions in public-houses, you would not, perhaps, say they were under circumstances the most favourable for a sober judgment?—Certainly not.

2036. Mr. *Massey.*] Why not?—Because I believe the greater number of the persons who use public-houses are under the influence, to some extent, of intoxicating liquors.

2037. Do you think a man who signs a petition at a public-house must be drunk?—Not drunk; there is a great difference between being under the influence of intoxicating liquor to a certain extent, and being drunk; and I believe it can be proved that the greatest amount of crime is committed by persons who are under the influence of intoxicating liquor, but are not drunk.

Captain *Thomas Bulkeley*, called in; and Examined.

2038. *Chairman.*] YOU are a Director of the Great Western Railway Company?—Yes. Capt. *T. Bulkeley.*

2039. Can you inform the Committee what number of passengers arrive by excursion trains at the Great Western station on Sunday?—I was not aware that that question would be put to me, and therefore I have not the exact number. We consider 800 a very small train, if they are people who are going long distances; we have trains as far as Chepstow, and down to Bristol and Bath. We run them down to Warwick and Birmingham, and all that district; we do not run them every Sunday to each of those places, but we run every Sunday one excursion train for those long distances. The large hotel at the station at Paddington belongs to a joint-stock company, of which I am one of the proprietors among others; and last year a great many complaints were made to the superintendents of the platforms on the arrival of those trains that passengers coming from those long distances were put to considerable inconvenience in not being able to get refreshment, and suggestions were made to open a refreshment room on the platform on purpose to accommodate those people. In order to satisfy myself I went to the station towards the end of last year, on the arrival of one of those trains, and I heard great dissatisfaction expressed by the people. One said to another, "Where shall we get a drop to-night?" And the reply was, "Thanks to Parliament, the houses are all shut up." That kind of language was common. I went down myself on the platform to see whether the representations which had been made to us were true. Those travelling excursionists are very respectable mechanics, with their wives, and sometimes their families; and they have a considerable distance, in many cases, to go home.

2040. Did you observe whether they were a well conducted class of persons?—I should say they are very well conducted; when we first ran excursion trains to Windsor, clergymen have come to me and said they hoped I should use my influence with the Board to stop those excursion trains, as being the means of drawing away their own congregations to see their friends and other persons arriving by them; we told them we thought that would very soon wear off, and the next year we had an application from clergymen to subscribe towards affording additional Church accommodation in Windsor for those excursionists, as they inconvenienced their own congregations, and I may say the same at Bath and Bristol; we had very strong memorials from both those towns against our excursion trains, signed by the inhabitants and the clegyman; we gave the same sort of answer, but we hear now that every year we are giving excursion trains to the people of London it tends to improve their morals, and there is very little drunkenness indeed on the part of passengers by excursion trains. I know at the time we made a great many inquiries, and we were told by the

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police that they believed that the greater number of those people never went to church in London; many of them would not get up in the morning.

2041. Major *Baring.*] And they do go to church now at the places to which they are carried?—No doubt about it.

2042. *Chairman.*] The Committee have had evidence here which would lead them to suppose that many of the working classes keep to their beds on Sunday?—They do.

2043. Do you think that now having an opportunity to go forth into the air, that class of people are glad to attend Divine service?—I am sure of it; they may be induced by curiosity perhaps, but they do go to church.

2044. Mr. *Villiers.*] Are those the persons who complain that the alehouses are closed?—Yes. I will take the case of a man going down to Chepstow, which is 140 miles from London. We start the trains as early in the morning as we can; we attempt to get them into every town at about a quarter before 11. On the return of those trains, I am quite sure a refreshment room at night, opened upon our arrival platform, when those people have come long distances, would be a very profitable thing; they would take a glass of beer, or some cold meat, or bread and cheese, and go on their journey.

2045. *Chairman.*] You consider it would be conducive to the welfare of the working classes to encourage travelling, and to give them the means of refreshment, and not to take it away from them either in the country or in London?—Decidedly.

2046. Do you consider that this Act has the effect of depriving them of it?—It has that effect. I am a magistrate, and my district extends up to the borough of Windsor; myself and another magistrate have come to the opinion that if any of those excursionists were brought before us we should consider them *bonâ fide* travellers.

2047. Major *Baring.*] Have you had any such cases?—No.

2048. Mr. *Villiers.*] Are the excursionists fewer this year than last year?—I cannot answer that question; I have not inquired.

2049. Perhaps you can tell by reference to your books?—I have no doubt of it; I can have the return made.

2050. Have you any reason to suppose that they are fewer this year?—The passengers by all the trains are fewer; I suppose owing to the taxation and the high price of provisions.

2051. You do not ascribe it to the Beer Act?—No; I think the hardship of the Beer Act is that they cannot get refreshments.

2052. You said you contemplated having a refreshment room open at the station on Sunday night?—We have contemplated it.

2053. Would that be without the supply of liquor?—We should have no right to open it, I suppose, under this Act.

2054. Have you looked at the Act, and is that the conclusion you have arrived at as a magistrate?—Yes; I think we have no right to open it.

2055. Is there anything but the sale of liquor prohibited in the late Act?—Our refreshment room comes under the license of our tap; and if we opened a refreshment room outside the tap, it would be the same as opening the tap.

2056. Is not that tap for the sale of liquors?—Yes.

2057. You can sell any refreshment there except spirituous liquors, and not be amenable to the Act?—We might sell bread and cheese, but not beer.

2058. Everything but beer and spirits you could sell?—Yes.

2059. Major *Baring.*] Your tap is closed now on Sunday?—Yes.

2060. Mr. *Villiers.*] You could have roast beef, or anything else which is substantial, in the refreshment room?—Yes.

2061. And that has not been done?—No.

2062. With respect to this large hotel; has the custom of that hotel on Sunday night diminished since the passing of this Act?—No; people do not come in there to get refreshments at night, and go out of it again.

2063. There is a tap, is not there?—That is a very small affair.

2064. In the case of people who come back from these excursions, would not they go to the tap?—No; the tap is very awkwardly situated for them, and there are plenty of public-houses, which are much more convenient for them.

2065. What should you contemplate doing as regards the refreshment-room but for this Act; should you have a refreshment room for the sale of beer and spirits,

spirits, and so on?—Yes; in fact the room was built, and the counter and everything made for it.

2066. Is that open till ten?—No, we have not opened it yet at all.

2067. The Beer Act has not prevented that refreshment room being opened, has it?—It has prevented it being opened at night.

2068. It has not been opened at all?—No; it has only been built within the last six or eight months.

2069. Before the Act was passed it was not even built or contemplated?—It was always contemplated, but it had not been built; the station was not finished.

2070. When you had the power that was not done?—The room was not built then; the station was not completed.

2071. When did you begin to hear these complaints?—I have only heard them this last year.

2072. I refer to the complaints of people not getting refreshments?—Yes.

2073. At what time did you first hear those complaints?—From the commencement of the excursion trains till about August, and from that to September.

2074. Do you hear the same complaints now?—I have never asked any question, but I believe the complaint is made.

2075. Has it been brought before your Board?—No; it was brought before the proprietors of the hotel, and it was suggested to us by several of the officers of the company, that if we would open a refreshment room, it would tend to allay the dissatisfaction of the excursionists.

2076. It would be the proprietors of the hotel who would open the refreshment room?—Yes; we rent the two refreshment rooms.

2077. The directors of the Great Western Company are the proprietors of the hotel; they are not the same parties, are they?—They are not.

2078. But there is that connexion between the hotel and the refreshment rooms at the stations, that the refreshment rooms would belong to the hotel?—Both refreshment rooms according to the lease belong to the hotel.

2079. Are the Committee to understand that you have given a decision upon this matter, that you will not open the refreshment room?—No.

2080. So that the Act has not prevented that accommodation being given?—The Act has not prevented it.

2081. Major *Baring.*] But you think the room might have been opened if this Act had not been in existence?—I think it is very likely, because it would pay very well, I believe.

2082. *Chairman.*] If the public-houses were even open till 11, that would scarcely allow sufficient time for excursionists returning by that train?—No; they ought to be open later than that.

2083. How much later?—I should say, 12 o'clock.

2084. Mr. *Villiers.*] I suppose it is an inconvenience to those people who go to Bristol and Bath to find the public-houses closed when they arrive there?—It is not so great an inconvenience as they feel in the evening, because a man goes to church, perhaps, and then at one o'clock he can get into a public-house.

2085. Supposing he is thirsty at a quarter to 11?—He must go without. I do not suppose any person wishes to keep the public-houses open during the morning service.

2086. Do your excursionists all attend the morning service?—No, not all of them; many of them I believe go to church who otherwise would not go there at all.

2087. Are the houses at Bristol closed in the morning?—I should think they were; I have not myself been there on the Sunday morning.

2088. You do not know the extent of the inconvenience to which excursionists are exposed there?—No.

2089. Why should you think that the inconvenience is greater on returning to London?—Suppose the case of a man leaving Chepstow. I do not know whether the magistrates hold him to be a *bonâ fide* traveller; but supposing they consider an excursionist is not a *bonâ fide* traveller, for him to get back at any reasonable time to London, he must leave there at six o'clock; how then can he get anything?

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2090. He leaves Chepstow at six o'clock?—Yes.

2091. Does the train stop before it reaches London?—It stops about 10 minutes at Swindon.

2092. Is the refreshment room there open?—It is open, but people cannot get much refreshment. If you bring 10 or 12 hundred people into a room with two little counters, they cannot all get much.

2093. There is an opportunity of getting some refreshments?—Some persons get it.

2094. Major *Baring.*] At an exorbitant price, perhaps?—I dare say with such a number they would be charged a high price.

2095. Mr. *Villiers.*] When the excursionists arrive at Chepstow, are the public-houses open?—I cannot say.

2096. At what o'clock do they start in the morning from London?—They start, I think, about half-past seven.

2097. They arrive at all those places, you think, and find the public-houses closed?—I should say almost all of them must be closed; they never get to Bath and Bristol till a few minutes before 11.

2098. Can you tell us what the decision has been at any of those places with respect to those persons when they arrive; are they regarded as travellers?—I cannot say; I have not heard the question raised.

2099. *Chairman.*] The pressure upon the people of the inconvenience caused by this Act has hardly been felt, and, I suppose, scarcely can be felt till the months of August and September?—That is the great period of the year for excursions; people then are all gone out of London, and there are a number of shopmen who are enabled to get a holiday then, who cannot do so at other periods of the year.

2100. But you say you have already heard complaints?—Last year, as I have already said, they asked us to open the refreshment room on that account.

2101. Mr. *Villiers.*] When did you decide against opening the refreshment room, or when was the question last considered?—It has not been considered this year at all, to any extent.

2102. It is given up altogether, is it?—No, it is not given up altogether; the place is built, but a question arose whether the refreshment room on the arrival platform was included in the lease or not; it was referred to a person to decide, and the decision was that it was not, and the matter ended by our agreeing to give an additional rent for this place when it is finished.

2103. Mr. *Brand.*] What is the fare to Windsor and back?—We have run no excursion trains to Windsor lately; we used to take them there and back for 2*s.* 6*d.* The ordinary fare is, first class, 6*s.* 6*d.*; and second class, 3*s.* 6*d.* or 4*s.* 6*d.*

2104. How many passengers do you think reach Paddington on Sunday evening after 10 o'clock, from Windsor?—Not a great number now.

2105. Major *Baring.*] The Windsor passengers chiefly come back before 10, do not they?—Yes; besides, I do not think there would be any great hardship to a man who only went to Windsor and back; he could get his refreshment at Windsor before he started. We start a train from Windsor at 10 minutes before 10.

2106. You think the Windsor passengers have no reason to complain?—I do not think they have, compared with the passengers who come those long distances.

2107. Mr. *Massey.*] What number of hours would an excursion train take to come from Bristol to London?—It would take about three hours and a half; there is no stoppage anywhere, except for water.

Mr. *George Hawkins,* called in; and Examined.

Mr. *G. Hawkins.*

2108. *Chairman.*] YOU are the traffic manager of the Brighton Railway?—I am.

2109. How long have you held that situation?—About six years.

2110. Have you any returns to give in to the Committee on the subject of Sunday travelling on the Brighton Railway?—I have a few. I can inform the Committee that there are now on the average three excursion trains from London to Brighton

Brighton every Sunday, leaving London at nine a.m., and returning from Brighton in the evening. There are also 20 down and 22 up trains between London and Croydon and Epsom, almost exclusively used by excursionists or pleasure traffic. The total number of passengers conveyed each Sunday by these trains at the present moment is upwards of 12,000; but, from the middle of July till the middle of September, the numbers are considerably greater. The larger portion of the Croydon and Epsom line passengers may be said to arrive in London between 5.30 and 11.30 p.m.; and the Brighton passengers from 9.15 till 10.15 p.m. It is impossible to give the exact numbers arriving after 10 p.m., but it may be taken as a rule that about one-fourth of the total number carried each Sunday do not get away from the London terminus, on their arrival from the country, until after 10 p.m.

2111. Have you heard many complaints, either made to you or in conversations which you have overheard, touching the inconvenience which the closing of the public-houses on the arrival of the trains at certain hours may cause to people?—I have heard a very great number; I have heard them from passengers myself, and it has been reported to me by our superintendents at the various stations in the country and in London that the complaints are very numerous and very loud.

2112. What do they complain of?—I think the evil which is felt principally by passengers coming up to London about half past nine or ten is, not that the public-houses are not open, and they cannot go in and get glasses of gin to drink, but that when they get home to their lodgings they cannot get beer for their supper. On arriving from the country they usually go home to their supper, and they need a little beer after a fatiguing day, and it is very fatiguing for a Londoner to go down to the sea coast, and to have three or four miles to walk when he gets to London.

2113. You think a poor man and his wife miss their beer on those occasions?—I think they do.

2114. I suppose also, those persons who are not family men find an inconvenience in not being able to get it?—There are very many persons in the class of excursionists who, though they are family men, have not beer or anything of that kind in their houses.

2115. Have you found the conduct of those persons to be good?—I think the conduct of excursionists generally is exceedingly good; the only persons I have ever found at all intoxicated are persons whom I should call "bottle-holders," persons who take their bottle of gin with them.

2116. Persons who travel with their own provisions?—They either travel with it, or buy it at the places to which they go.

2117. I suppose you would be rather inclined to consider those persons confirmed drunkards?—They are.

2118. But the general class of excursionists are persons who apparently go forth to inhale the fresh air, and for a day's recreation with their wives and families?—I believe so thoroughly.

2119. You have stated that they are a well conducted class of people?—Very much so; cases of intoxication are very rare.

2120. Mr. *Villiers.*] You are speaking of excursionists to Brighton, are you not?—I speak of excursionists on the line generally; short excursionists on the Croydon line, as well as those to Brighton.

2121. What excursions are there short of Brighton?—We have 20 down trains on the Croydon line and 22 up; nearly the whole of the passengers upon that line on Sunday are of the class of excursionists.

2122. Which are the latest trains which arrive; are they from Brighton?—No; the latest trains in are from Croydon; they come in as late as ¼ past 11; the Brighton trains are nearly always up before 10 o'clock; they are up about ½ past 9, or ¼ before 10; they are not, however, up in sufficient time to allow persons to get to their own houses before 10.

2123. Which trains do you think are the fullest, those which come in before 10, or afterwards?—On busy days we have usually about three trains leaving Brighton for London, and London for Brighton; as far as my experience goes it is almost impossible to say which are the fullest. There are a large class of persons who will go by the first train, and an equal number of persons who will go by the last, let it be at what time it may.

Mr. G. *Hawkins.*

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2124. Should you say that the trains from the shortest distances or the longest distances are the fullest?—Those which go the short distances, I think, have the greatest number of persons.

2125. How long are they coming from Croydon to London?—They are nearly an hour.

2126. That is rather slow travelling?—The trains stop at every station which they pass. On Sunday particularly the platforms at the stations are full of passengers, and the trains get up very slowly.

2127. Are there any refreshment rooms at any of those stations?—Not any, except at London Bridge.

2128. Is not there any between Brighton and London?—No, not any.

2129. I suppose you are only speaking from hearsay evidence when you say a great number of excursionists go home and find that there is no beer, and that they cannot send out for any?—I am only speaking of my own impression, and what I believe to be the case among them, and from having heard many of them express themselves so,

2130. Those are very decent, respectable looking people, are not they?—Very much so.

2131. Might not they, under those circumstances, have their beer provided for them before 10 o'clock?—They usually, I think, know what beer is, and they do not like it left in that way; a man would not like beer left in a can for an hour waiting for him to come home.

2132. He would rather be without beer, would he?—He would not care to drink it if he could get any other that was drinkable.

2133. Do you really know anything of cases of that kind?—Only from what I have heard; it has formed a matter of constant conversation. I believe the operation of the Act has been to reduce the number of excursionists on Sunday very considerably; therefore it has become a matter of some consequence to myself.

2134. It is against the interest of the line?—It is.

2135. Can you give the Committee any facts to show that?—I can. The average number of passengers on the Croydon and Epsom line for the year 1854 was about 10,500 on each Sunday.

2136. That is taking each Sunday throughout the whole year?—Yes.

2137. That is the average number of persons travelling on Sunday to Croydon, is it?—No, the whole length of the line to and from London, not including to and from the intermediate stations.

2138. Is that number taken from the summer of 1853 to the summer of 1854?—It is the average number during the whole year 1854; the average number this year, up to the end of June, has been about 8,500.

2139. The Committee has heard that excursions generally take place most numerously in August and September?—Yes.

2140. Might not the average at the end of the present year be equal to the average of 1854?—It will not be so, although the average number of excursionists is greater in August and September; in January, February, and March, the number is absolutely nil.

2141. You are counting three of the bad months in those six months which you have just stated?—Yes.

2142. Mr. *Brand.*] Cannot you give the Committee the corresponding months in this year?—Yes, I can do that from a return before me; the decrease this year is somewhat considerable.

2143. Mr. *Villiers.*] Have you made the calculation?—I have the numbers here, but I have not made the calculation.

2144. Can you tell us what would be the result, comparing six months of 1854 and six months of 1855?—The proportion for the present year is considerably less.

2145. Mr. *Gregson.*] Taking the whole number of 10,500 passengers, how many of each class were there?—There were quite four-fifths of the whole third-class passengers.

2146. Mr. *Brand.*] If a man goes to Brighton, and then returns to London, is he counted twice?—Yes, he is a passenger from London, and again to London.

2147. Mr. *Villiers.*] Have you thought of any other causes for this decrease besides

besides the Beer Act?—There are other causes in operation, no doubt; one is the dearness of provisions.

2148. There is less travelling this year generally?—Certainly there is, and particularly among those persons who go on pleasure.

2149. If the Beer Act were repealed, other causes for a diminished amount of travelling would exist?—Certainly. One reason why I think the Beer Act has been one cause of the decrease is, that the passengers have decreased more to places of popular resort, such as Anerly Gardens, to which they used to go, when they could get refreshment.

2150. Cannot they get refreshment now?—No.

2151. That is the regulation of the gardens, is not it?—No one can obtain refreshments within the period limited by the Beer Act.

2152. Do you mean they cannot have refreshments between half-past two and six?—Yes.

2153. It is that portion of the Beer Act which has operated against your line?—Yes.

2154. Do you take passengers to Sydenham?—Yes.

2155. Is not that traffic very much increased, comparing 1854 with 1853?—No: comparing 1854 with 1853, I think there was an increase in the one year over the other, in consequence of the large number of persons going down on Sunday, to witness the progress of the building of the Crystal Palace.

2156. Now people do not go on Sunday to Sydenham?—They do not go so much.

2157. Have you no other reason to offer for connecting the Beer Act with the diminution of your traffic?—No.

2158. Are all the places about the station, such as coffee-shops and so on, closed at 10 o'clock?—I believe so.

2159. Do you know?—I do not know it as a fact; but I believe they are all closed.

2160. What hour of closing do you think would meet the convenience of your passengers, on returning to London?—As far as our passengers are concerned, scarcely any would be put to inconvenience if the houses were open till 11; our distances not being great, our trains do not arrive so late as on longer lines of other railways.

2161. In fact, a man could get refreshments at Croydon before he started now by the last train?—I believe he could; the great proportion, I should say three-fourths of the passengers could do so.

2162. Mr. *Massey.*] Prior to the passing of the recent Act, were the gardens at Anerley open the whole of the afternoon?—Yes.

2163. Were not they closed between three and five?—I rather think they were; at least the house attached to the gardens for supplying refreshments was closed, while the gardens were open.

2164. Mr. *O'Brien.*] From the position of your terminus, even if a person should arrive at a quarter-past 10, would not he have to go a considerable distance to his home in many cases, and would not it take him frequently half-an-hour or three-quarters of an hour to get home?—Yes; a great number of our passengers come from the outskirts of London.

2165. So that to persons of that class there would be inconvenience, even if they arrived in London before 10 o'clock?—It would be a very great inconvenience, as far as they go.

2166. Mr. *Villiers.*] Those persons would require the houses to be open later than 11, would not they?—That is taking an extreme; I think there are rarely any of our passengers who could not get home by 11. Those persons who choose to stop in the immediate vicinity of the public-houses at Croydon, for instance, I do not think, feel the hardship of the houses being closed very much.

2167. Have you any refreshment-room open on Sunday at your Brighton station?—Yes; it is closed at 10 o'clock.

2168. Is that closed in consequence of the Act; was it ever kept open later?—Yes; it was always kept open till all our passenger trains had arrived; and on one occasion lately, within a few Sundays, the engine bursting its tube on its route from Brighton, the train did not arrive till a quarter before 11; and the people were so exasperated at the refreshment-room being closed that they would have knocked it down, if it had not been opened.

Mr. *G. Hawkins.*

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2169. Why do you close the refreshment-room altogether. Have you taken any opinion whether you are obliged to do so by the Act?—No, we have not.

2170. Probably you know you are not obliged to close it except for the sale of liquors?—We might keep it open for the sale of buns, I dare say.

2171. For the sale of all things that a man wants to refresh himself with, except spirits and beer?—Yes.

2172. Then it is the fault of the Company that people cannot get refreshment?—It is not the fault of the Company. The refreshment-rooms do not belong to them, and the persons to whom they do belong will not keep them open unless it is profitable to do so.

2173. Do you mean that those refreshment-rooms are only profitable in consequence of the sale of liquors?—I believe that is the case.

2174. Do you know if the persons who own the refreshment-room have ever made the experiment of keeping it open without selling liquors?—No.

2175. It is a gratuitous opinion, then, on your part?—That opinion is formed by seeing persons go into the refreshment-rooms, and seeing what they have, and also what took place at our Brighton station, where we had a refreshment-room open some time before we could obtain a licence from the local magistrates.

2176. *Chairman.*] You do not mean to say, do you, that it is only liquor which people require, but you think they would infinitely prefer washing down their food with something like beer?—I am sorry if it should be supposed I said it was only liquor they require; that is not the case.

2177. Mr. *Villiers.*] You say an experiment has been tried of selling refreshments without selling beer and spirits?—Yes, that was the case at Brighton.

2178. What was the result?—The result was that the proprietor of those refreshment-rooms told me that he almost always found that a gentleman or a lady going in to get their lunch in the morning wanted a glass of sherry, or an excursionist, if he went in and had a slice of pork-pie, wanted his good glass of bitter beer, or something of that kind.

2179. Are you alluding to Sunday?—I am alluding to any day. They said it was impossible to make an efficient refreshment-room of it without having a licence to sell beer or wine.

2180. Mr. *O'Brien.*] Are you enabled to say whether the persons who had that refreshment-room at Brighton would have given it up if the magistrates had not granted them a licence?—I have been assured so.

2181. Mr. *Villiers.*] That was a licence for selling spirituous liquors on any day in the week?—Yes.

2182. Mr. *Massey.*] You say the Company let their refreshment-rooms to people who keep them open for profit; is the lessee restricted from opening those rooms on Sunday?—By his licence he is, not by his lease.

2183. Mr. *Villiers.*] Is it a provision in the Company's Act that they shall not keep a refreshment-room?—There is no provision whatever, but we have invariably found that the magistrates refuse to give a licence to a railway company; they will only give it to individuals.

2184. Will not they allow any person connected with the line to have a licence?—They will not do so in our case; we have tried it, and have failed.

2185. Mr. *Brand.*] What is the fare to Brighton by the excursion trains?—Third class, there and back, 3*s.* 6*d.*

2186. A large proportion of the persons you have mentioned as going to Brighton and back pay a higher rate of fare, do not they?—Not those going to Brighton and back; they almost exclusively are excursionists on Sunday; they pay 7*s.* 6*d.* first class; 5*s.* 6*d.* second class; and 3*s.* 6*d.* third.

Mr. *Arthur Wightman*, called in; and Examined.

Mr. *A. Wightman.*

2187. *Chairman.*] WILL you state your occupation?—I am traffic manager of the Blackwall Railway, and the Tilbury and Southend Railway.

2188. Have you many returns to make to the Committee?—I have no returns; I received the order to attend only at a late hour last night, and I did not know the exact course which would be taken; our traffic is rather peculiar; we have a very large trade at the Fenchurch-street terminus; but it is chiefly from very short distances; the distance from London to Blackwall being only three and a half miles, and the other branch, to Camden Town, being seven or eight miles. We have about 20 trains or 22 trains in and out from Gravesend, and lower down on the

the Essex coast, and we have one excursion train to Margate and back on Sunday.

2189. At what time does the last train get in?—The Margate train gets in generally about 10; it is according to the state of the tide; last Sunday it got in past 10; the Sunday before that it was in at a quarter before 10.

2190. If it arrived at a quarter before 10, there would not be time for passengers to get refreshment; there is a large tavern immediately opposite to the terminus, but that shuts up exactly at 10, and they would be very much hurried.

2191. How many persons have you known a train to carry?—Between 300 and 400; last Sunday there were about 360.

2192. With those short trains, I presume the passengers are not so much inconvenienced by the closing of the public-houses as by a longer train?—No; the longest train we have is the Margate train, and the trains from Tilbury; they come in from eight to eleven; in the largest numbers there are not more than two trains perhaps after 10.

2193. Do you find your excursion travellers well conducted people, generally speaking?—Very well; we have very little drunkenness indeed. In the four weeks ending the 15th of July, the traffic on the Blackwall Railway was 651,000 persons; on Sundays we have about 25,000 to 30,000.

2194. Do you find very few interferences of the police necessary?—We have only two policemen to keep order at the Fenchurch-street station.

2195. Do you find that sufficient?—We have hitherto; there have been very few cases in which we have been obliged to remove anybody.

2196. Mr. *Villiers.*] Do you know what the number of excursionists was this time last year?—There were rather more during the same period last year; the traffic on the Blackwall Railway was 726,000; there has been a diminution of 75,000 this year as compared with the same period of last year.

2197. Does your opinion correspond with that of the previous witness, that there has been some general cause for the diminution of travelling this year?—I think a great deal of it is caused by the dearness of provisions and the increased taxation of the country; something probably is due to this Act as far as regards people going out on Sunday; it may be more or less, I cannot tell.

2198. In such a place as Blackwall I presume the closing between half-past two and six must be that from which the inconvenience arises?—That would be the most inconvenient hour of closing.

2199. Do those trains go out early in the morning?—We commence at eight o'clock and run to eleven, and then we close till one; we do not run any trains out of London during the hours of Divine service in the morning; we then run trains every quarter of an hour all the afternoon upon both branches; we have about 320 trains a day altogether on the Blackwall lines.

2200. What do people do when they go to Blackwall; is there any place of great attraction?—They walk up and down the pier, and go round the docks.

2201. Are there any gardens there?—No gardens at all.

2202. People arriving there at three o'clock have three hours, during which there is no public-house open?—Yes.

2203. Have you heard any complaint from persons connected with the line?—I have not had any complaint made to me personally, but I have heard from the servants of the company that the passengers have complained.

2204. Are there any places open where they can get anything besides liquors?—No, not at Blackwall.

2205. Are there no hotels, such as temperance hotels, where they do not sell spirituous liquors?—Not near us; there may be in the town of Blackwall, but our terminus is a sort of peninsula.

2206. There are such places, are not there?—I have heard of them, and have seen them written up, but I have not seen any at the east end of the town.

2207. Mr. *Scholefield.*] The principal object of the excursionists, I suppose, is to see the docks?—The people swarm into the docks, and parade up and down the pier.

2208. *Chairman.*] From the conduct you have observed on the part of the people who travel on Sunday, you do not see any reason, do you, why they should be put upon a particular regimen?—I have not seen any difference in their conduct since there has been this strict regimen than before.

Mr. *A. Wightman.*

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2209. Major *Baring.*] The convenience to those passengers would be, that the houses should be open all the afternoon after one o'clock?—Yes, decidedly.

2210. Mr. *Villiers.*] Before this Act passed, did you consider the hours between three and five to be hours of Divine service?—The houses used to shut from three to five in the town, but not on the pier.

2211. They did not consider that there was any law to that effect, but the licenses required them to close during the hours of Divine service?—Quite so.

2212. On the pier were they open the whole day?—After one o'clock.

2213. Was there no complaint in consequence?—There was no complaint made to any one individual; there was a general murmur among individuals that they could not get anything, and we had a diminution of the numbers; if you go down now you will not see the number on the pier at four o'clock that you would have seen some years ago.

2214. I refer to complaints of drunkenness; were any made at that time?—No, we have never had any trouble as to drunkenness on the Brunswick wharf.

2215. You speak of the railway company when you say, "we"?—I do; the only houses on the pier are the tavern and the station, and there is the dock on one side of you and the river on the other; we have no dwellings at all for the public there, except the large tavern of Messrs. Lovegrove.

2216. You never heard of any rioting?—No.

2217. What is the case with Messrs. Lovegrove's establishment; is that closed now at the same hour as any other public-house would be?—Yes.

2218. Do the richer people complain of that?—I do not know.

2219. Did they use to come down there on Sunday afternoon?—Yes.

2220. And dine late?—And dine late.

2221. Major *Baring.*] Have there been informations laid against Messrs. Lovegrove?—There was an information laid against them for keeping their house open on the Fast-day, and they were convicted; that was not the whitebait-house, but a second-class house which is on the pier.

2222. *Chairman.*] That is the house to which the poor people resort?—Yes; he has two large establishments, one where the nobility and gentry go, which is called the "Brunswick Hotel," and there is a very small tap attached to it; then he has a very large house further on, nearer to the entrance of the East India Dock; that was the one against which the information was brought.

2223. The house to which the middling classes resort?—Yes.

2224. Mr. *Villiers*] What was the amount of the fine?—I think he was fined 2*l.*

Captain *Samuel Meredith,* R.N., called in; and Examined.

Capt. *S. Meredith,* R.N.

2225. Major *Baring.*] I BELIEVE you are at the head of the constabulary for North Wilts?—I am.

2226. Will you be good enough to state what is your experience of this Act since it has been in operation?—It appears to have worked exceedingly well in Wiltshire; we have not had a single complaint since it has been in operation, and crime has been considerably reduced from that and from other causes, no doubt. I have taken out the number of cases from June 1853 to June 1854, so as to make a comparison as nearly as I can with the period during which the Act has been in operation; the number of drunken and disorderly persons from June 1853 to June 1854 were 184; the common assaults, which arise in a great measure from drunkenness, amounted to 332; there were 27 publicans and keepers of beerhouses fined for irregularities, making a total of 543. From June 1854 to June 1855 the number of drunk and disorderly were 136; common assaults 175; offences against the tenor of the beerhouse and public house licence 28; making a total of 429, or a decrease of 114.

2227. Being a decrease of about 20 per cent.?—Yes.

2228. Are there any large towns in the district which you represent?—I represent the whole of Wiltshire, with the exception of Salisbury; Wiltshire contains a population for police purposes of about 240,000, and an area of 1,380 square miles.

2229. Have you heard of any complaint in the larger towns as to the operation of the Act?—Not any whatever; there has not been a single complaint throughout Wiltshire; the greater portion of the landlords of the inns have expressed themselves satisfied with the working of that Act. There are two houses

houses at this moment in Devizes which never open on Sunday at all; but those are exceptions, because the landlords are men of some property, and they do not wish to be troubled with their business on Sunday.

Capt. *S. Meredith*, R.N.

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2230. Were the houses generally closed during the hours of Divine worship in the afternoon before this Act came into operation?—Always.

2231. And always at the same hour?—There was a difficulty about that; in some places where they had two churches in the same parish, and the service commenced at three in one and at six in the other, there were a great many complaints made about the irregularities which occurred; but when this law came into operation that was set at rest. There was a decision given by one of the judges that six o'clock was not the usual hour for holding the evening service.

2232. *Chairman.*] In a population of 240,000 there has been a diminution of 114 cases; can you form an estimate of how much of your population has been drawn off since the passing of this Act by the militia, and by recruiting for the army and the navy; there has been a considerable number drawn off.

2233. How many should you think?—Probably 1,000.

2234. Do not you think that would be sufficient to account for the 114 cases less?—No, the larger part of our population that have gone are poachers and persons of that description.

2235. Do not you think poachers are likely to be drunk and disorderly?—Not in our rural districts in Wiltshire.

2236. Has not your knowledge of the constabulary pointed out to you that the poacher has some little alliance with the sheep-stealer, the hen-roost breaker and the orchard robber?—Certainly; but I am now speaking of persons drunk and disorderly; there is no question that poaching is one of the leading crimes of our rural population, but they are not the men that are generally brought up among the number of drunk and disorderly.

2237. Do not those men like spirits and the tap-room?—Yes; but they generally take care of themselves; they are too shrewd to be brought up before the magistrates.

2238. Have not you generally observed that their schemes of depredation are concocted at some small public-house?—They were formerly; I do not think they are so much so now.

2239. Why not?—Because the public-houses are so much more under the surveillance of the police than they were formerly.

2240. Do not you think that those persons form a very considerable portion of the drunken part of the community?—I do not think poachers are a class of men who are brought up as drunk and disorderly; it is rather in the manufacturing towns that that class is brought before the magistrates.

2241. If there has been a diminution of 114 cases, of course the removal of 1,000 persons must have had some effect upon the decrease?—No doubt; the more sensible decrease we find is in the manufacturing districts, where we have but very few men who have left for the army or navy.

2242. Must not you take into account the decrease of wages, and the increase of the price of provisions, and the hardship of the times, consequent upon the war?—Wages with us have rather increased; certainly they have in the rural districts, and also in the manufacturing districts, I think.

2243. And the price of articles?—The price of articles has increased also.

2244. Have wages risen equal to the price of provisions?—Yes.

2245. Mr. *Brand.*] As a matter of fact, has the price of bread been higher during 1855 than during the corresponding period of 1854?—Considerably; our agricultural wages were averaging about 8 *s.* a week; the labourers now sometimes receive 11 *s.*

2246. Mr. *Villiers.*] The farmers are well of?—Yes; labour is, comparatively speaking, scarce.

2247. It is notorious, is not it, that the agricultural labourer has been well off this year?—Yes; for example, the average charge for mowing was 2*s.* 6*d.*, it is now 4*s.*

2248. Have you had recruiting companies in your county?—Yes.

2249. People have received bounty-money for enlisting, have not they?—There have not been a great many enlisted from Wiltshire, we are not a military county; the militia enrolled very rapidly at first, but now there is great difficulty in procuring men for the militia.

Capt. *S. Meredith*, R.N.

19 July 1855.

2250. The militia has only been embodied during the last year?—The Wiltshire militia have been embodied rather more than two years; they are now in Corfu.

2251. You do not account for the diminution of drunkenness by the bad circumstances of the people?—Certainly not.

2252. In fact, upon the whole, they have had more means, if they had been so disposed, of getting drunk than they had before?—Yes.

2253. Mr. *Scholefield.*] With respect to the population of the towns, do you give it as your decided opinion that the population of the manufacturing districts are as well off now as they were 12 months ago?—They are considered so in Wiltshire. I can give the Committee the experience of a man who has been in one of our large manufacturing towns, Trowbridge, for more than 30 years; he was the principal constable of the place before the police were established; this man told me one day that he could not have supposed that such a change could have taken place in so short a time as it has done since the operation of the new law; heretofore the manufacturing people were waiting on Sunday for the opening of the public-house, in order that they might go in and get tipsy; now they go out in the country, or go to Bath, or some other neighbouring town; instead of being found in the evening in a drunken state, they are now distributed over different parts of the county.

2254. *Chairman.*] Perhaps they get drunk elsewhere?—I will not say that; many of them no doubt go to a place of worship; others may go to some other place.

2255. Do you think the regular drunkard, the man who waits for the public-house to open, is likely to go to a place of worship, or to go to some other place and get drunk there?—I think in our manufacturing towns there is a strong religious feeling, and if you keep a man sober, he will be very likely to go to a place of worship.

2256. Do you think a man of drunken habits will be prevented indulging them by closing the public-houses during certain hours?—He has no opportunity of doing so now. According to the present law public-houses open after Divine Service in the morning, and are then closed at half-past two. At that time the man has gone home to his dinner, and by the time he has finished his dinner, he has but a very short time at the public-house to get tipsy. At six o'clock he may have left that immediate neighbourhood. The great cause of drunkenness, in my opinion, on Sunday is the want of occupation; persons want something to do, and I believe this law closing public-houses on Saturday night did more for our rural population than any law which has been passed for many years.

2257. Mr. *Villiers.*] I do not understand you to say that every person who may be waiting round a public-house is an habitual drunkard?—No; certainly not.

2258. May not a great many people go into a public-house, if it is open, for the want of something to do, without having inveterate habits of drunkenness?—Assuredly.

2259. It does not follow that a man who goes sometimes to a public-house because he is induced to do so, is an habitual drunkard?—Certainly not; but he may become so by the fact that he is tempted to go in there.

2260. *Chairman.*] Why should he, if he goes into a public-house after 10 o'clock, be more a drunkard than if he goes in before?—He is turned out at 10; an habitual drunkard, I apprehend, would be drunk early in the morning if he had an opportunity; but if he does not get drunk in the morning, he commences to amuse himself in some other way.

2261. Major *Baring.*] From your experience, are there any alterations in the recent Beer Act which you think it would be desirable to introduce?—Not in this Act; I think this Act is working very well in the rural districts.

2262. Do you include the towns?—Yes; I am speaking of the whole county. In the whole county of Wiltshire it is working well; but I think if the Act of the 11 & 12 Vict. c. 49, were changed so as to oblige houses to be closed from 11 o'clock on Saturday night till noon on Sunday it would be a great advantage. On Saturday night our rural population are found remaining as long as they can in the public-house; they are turned out at 12 o'clock, and we have two or three hours of the Sunday interfered with. The inhabitants complain very much of what they call the "turning-out time." That is why I should recommend that the houses should be closed at 11 o'clock on Saturday night in preference to 12.

On

On Sunday our churches are generally over at one o'clock. The Act requires that public-houses should open at half-past 12, or after the hours of morning service at the principal church or chapel. Now the dissenting places of worship are generally over at 12 o'clock; and it appears to me to be a great hardship that a man who has come from his chapel at 12, and who dines immediately after, should not be able to get a pint of beer with his dinner.

2263. Do dissenters dine early in Wiltshire?—They dine directly after morning service is over; it is the usual practice for the poor man to dine directly after his return from church.

2264. Is this which you are speaking of a general inconvenience?—It is so among the dissenters.

2265. Major *Baring.*] Have you a great many dissenters in Wiltshire?—Yes, particularly in the manufacturing districts; I have heard many complaints from dissenters of that part of the law.

2266. Mr. *Villiers.*] That is not in the recent Act?—No.

2267. Who puts the construction upon the words "during the hours of Divine service"?—It is the wording of the Act. The Act says "half-past 12, or after the hours of Divine service in the principal church or chapel of the place in which such house is situated."

2268. The principal church or chapel?—The church is considered to be the principal place of worship.

2269. Does the word "chapel" refer to a dissenting chapel?—I cannot say, but the church would be the principal place, and the service there is over at one o'clock; I think I may say there is scarcely a church in Wiltshire in which the morning service is over much before one.

2270. Mr. *Massey.*] Is not the construction of the Act this, that the public-houses may open at half-past 12, provided Divine service is over at that hour?—Yes.

2271. You have stated that labour is scarce in Wiltshire at present?—I cannot say it is scarce, but the whole of the able-bodied labourers are now actively employed, and at fair wages.

2272. Agricultural labour is not so abundant as it was last year; is that the result of your inquiries?—Yes, I should say it is not. Our parishes are not now burthened with able-bodied paupers; but generally speaking, throughout the whole county, an able-bodied man may obtain a day's work at fair wages.

2273. To what do you attribute that comparative scarcity of labour?—To the works which are now in progress in the county. We have the Wilts, Somerset and Weymouth Railway now being constructed between Warminster and Salisbury; we have another railway to join that from Devizes, and there is another from Andover to Salisbury. Those are all making demands upon the working population. In the manufacturing districts all our people, I believe, are fully employed.

2274. Can you state, from your experience as the chief of the police in Wiltshire, from what class of the inhabitants the drunken charges are usually taken?—From both classes I should say; I can hardly make a distinction between the agricultural and the manufacturing classes; they are both fond of drink when they have money to spare.

2275. Is Trowbridge your only manufacturing town?—No, we have three others: Bradford, Melksham and Westbury.

2276. Trowbridge contains about 11,000 inhabitants, does not it?—Yes, and Bradford nearly the same number.

2277. Do you find the recent Act approved of equally in the manufacturing towns as in the agricultural districts?—I think so; we have not had a single complaint under the Act. Only two houses throughout the county have been fined since the Act passed.

2278. Was it the practice, previously to the passing of the Act, to keep the houses closed on Sunday between three and five?—Whatever the hours of Divine service were, the houses were expected to be closed.

2279. Did the hours of Divine service vary very much?—Yes, very much.

2280. Mr. *Scholefield.*] You assume that the diminution in the cases of drunkenness, which you have spoken of, is a very large one?—Yes.

2281. The total decrease is 114 in a population of 240,000; put in that light, the diminution is not so very considerable, is it?—It must be borne in mind that the Act has only been in operation nine or ten months.

Capt. *S. Meredith*, R.N.

19 July 1855.

2282. That diminution amounts to about two per week, including all cases, that is to say, drunk and disorderly, common assaults, and complaints against beerhouses; do you consider that a very important result from such a measure?—I do, indeed, in such a population as ours. Looking at the state of crime generally throughout the country, I may be permitted to say, perhaps, that we have very little crime in Wiltshire at the present moment.

2283. You think that a law which does impose somewhat severe restrictions upon 240,000 people may be said to be justified, because there are two cases less per week than there were previously to the enactment of that law?—Yes; I think anything which would diminish crime is of great importance to the public.

2284. Mr. *Villiers.*] The two cases a week are charges of drunkenness, are not they?—Not of drunkenness only.

2285. *Chairman.*] Has there been a diminution of crime generally since the year 1854?—Yes.

2286. Do you attribute the diminution in other crimes to the diminution of drunkenness?—To a certain extent it tends to diminish crime.

2287. Mr. *O'Brien.*] You said the Act was generally popular in Wiltshire; do you mean to say, among the labouring and manufacturing classes it is popular?—I was speaking of innkeepers.

2288. Do you conceive that it is popular among the manufacturing and agricultural classes?—I should say it was.

2289. Mr. *Villiers.*] Could you classify the population so as to distinguish the part of the population which is likely to be criminal, and tell us what proportion it bears to the whole; is not it a small proportion compared with the whole that is under circumstances favourable to crime?—A very small part; I should say that six out of eight of the offences which have been tried at our quarter sessions have originated in the agricultural districts.

2290. And there is probably but a small proportion of the agricultural population who are the authors of those offences?—Just so.

2291. There is a class of the agricultural population who never would be suspected of being criminal or breaking the law?—A very large class; the offences I allude to particularly are petty robberies from their employers, stealing wheat from the barn, stealing beans from the bean-rick, and agricultural implements occasionally; stealing potatoes from the pits. I think, at the last sessions, there were 30 or 40 paltry cases of this description brought before the magistrates to be adjudicated on; all from the agricultural districts.

2292. That is a class of offences of which three-fourths of the neighbouring population would never be suspected?—Certainly.

2293. Mr. *Massey.*] Do not you find that when wages are good and employment abundant crime decreases in proportion?—Very much.

2294. Mr. *Villiers.*] I suppose the diminution of committals hardly shows the influence of any particular law upon crime?—No; those which I have brought before the Committee are principally summary cases.

# APPENDIX.



## METROPOLITAN POLICE DISTRICT.

RETURN of the Number of Persons taken into Custody for DRUNKENNESS, or for DRUNK and DISORDERLY CONDUCT, between the Hours of 10 A.M. on Mondays, and 10 A.M. on Tuesdays, in each week from January to June 1853, inclusive.

| DIVISIONS. | January to June 1853. | DIVISIONS. | January to June 1853. |
|---|---|---|---|
| A. or Whitehall - - - | 17 | M. or Southwark - - - | 205 |
| B. „ Westminster - - - | 143 | N. „ Islington - - - | 253 |
| C. „ St. James's - - - | 248 | P. „ Camberwell - - | 73 |
| D. „ Marylebone - - - | 216 | R. „ Greenwich - - - | 47 |
| E. „ Holborn - - - | 145 | S. „ Hampstead - - | 133 |
| F. „ Covent Garden - - | 287 | T. „ Kensington - - | 62 |
| G. „ Finsbury - - - | 244 | V. „ Wandsworth - - | 48 |
| H. „ Whitechapel - - - | 200 | | |
| K. „ Stepney - - - - | 132 | TOTAL - - - | 2,614 |
| L. „ Lambeth - - - | 161 | | |

20 July 1855.

RETURN of the Number of Persons taken into Custody for DRUNKENNESS, or for DRUNK and DISORDERLY CONDUCT, between the Hours of 12 on Saturday night and 10 A.M. on the following Monday, in each week, from January to June 1853, inclusive.

| DIVISIONS. | January to June 1853. | DIVISIONS. | January to June 1853. |
|---|---|---|---|
| A. or Whitehall - - - | 21 | M. or Southwark - - - | 332 |
| B. „ Westminster - - - | 165 | N. „ Islington - - - | 288 |
| C. „ St. James's - - - | 250 | P. „ Camberwell - - | 94 |
| D. „ Marylebone - - - | 230 | R. „ Greenwich - - - | 60 |
| E. „ Holborn - - - | 180 | S. „ Hampstead - - | 248 |
| F. „ Covent Garden - - | 284 | T. „ Kensington - - | 109 |
| G. „ Finsbury - - - | 323 | V. „ Wandsworth - - | 69 |
| H. „ Whitechapel - - - | 235 | | |
| K. „ Stepney - - - | 225 | TOTAL - - - | 3,289 |
| L. „ Lambeth - - - | 176 | | |

20 July 1855.

RETURN of the Number of Persons taken into Custody for DRUNKENNESS, or for DRUNK and DISORDERLY CONDUCT, from January to June 1853, inclusive.

| DIVISIONS. | January to June 1853. | DIVISIONS. | January to June 1853. |
|---|---|---|---|
| A. or Whitehall - - - | 123 | M. or Southwark - - - | 1,164 |
| B. „ Westminster - - - | 706 | N. „ Islington - - - | 1,246 |
| C. „ St. James's - - - | 1,351 | P. „ Camberwell - - | 377 |
| D. „ Marylebone - - - | 1,046 | R. „ Greenwich - - - | 303 |
| E. „ Holborn - - - | 761 | S. „ Hampstead - - | 703 |
| F. „ Covent Garden - - | 1,628 | T. „ Kensington - - | 329 |
| G. „ Finsbury - - - | 1,291 | V. „ Wandsworth - - | 228 |
| H. „ Whitechapel - - - | 1,108 | | |
| K. „ Stepney - - - | 913 | TOTAL - - - | 14,065 |
| L. „ Lambeth - - - | 788 | | |

20 July 1855.

Appendix.

## GREAT WESTERN RAILWAY.

NUMBER of SUNDAY EXCURSION TRAINS on the GREAT WESTERN RAILWAY:

Forty-three Excursion Trains have run on the Great Western Railway between 2d July 1854 and 30th June 1855, both inclusive.

TOTAL NUMBER of PASSENGERS by those TRAINS:

Twenty-three thousand five hundred and seventy-nine passengers have been conveyed by those trains.

The HOUR at which such TRAINS arrive, specifying how may before and how many after 10 o'clock at Night:

Seventeen trains, conveying 4,144 passengers, arrived at their destination before 10 P. M., and 26 trains, conveying 19,435 passengers, arrived at their destination after 10 P. M.

Great Western Railway, Paddington,
21 July 1855.

*Chas. A. Saunders,*
Secretary.

# FIRST REPORT

FROM THE

SELECT COMMITTEE

ON

# SALE OF BEER, &c. ACT;

WITH THE

MINUTES OF EVIDENCE,

AND APPENDIX.

*Ordered, by* The House of Commons, *to be Printed,*
20 *July* 1855.

[*Price* 1 *s.* 8 *d.*]

407.

*Under* 24 *oz.*

# SECOND REPORT

FROM THE

## SELECT COMMITTEE

ON

# SALE OF BEER, &c. ACT;

WITH THE

## PROCEEDINGS OF THE COMMITTEE.

*Ordered, by* The House of Commons, *to be Printed,*
26 *July* 1855.

*Martis*, 26° *die Junii*, 1855.

*Ordered*, That a Select Committee be appointed to inquire into the Act of last Session for further regulating the Sale of Beer and other Liquors on the Lord's Day.

---

*Sabbati*, 30° *die Junii*, 1855.

A Select Committee was nominated accordingly,—

| | |
|---|---|
| The Hon. F. Henry F. Berkeley. | Sir John Pakington. |
| Mr. Ker Seymer. | Lord Harry Vane. |
| Mr. Scholefield. | Mr. Patrick O'Brien. |
| Mr. Gregson. | Mr. Massey. |
| Mr. Villiers. | Mr. Brand. |
| Sir William Clay. | Sir William Jolliffe. |
| Major Baring. | Mr. Cheetham. |
| Mr. Cobbett. | |

*Ordered*, That the Committee have power to send for Persons, Papers, and Records.

*Ordered*, That Five be the Quorum.

---

*Veneris*, 20° *die Julii*, 1855.

*Ordered*, That the Committee have power to report the Minutes of Evidence taken before them, from time to time, to The House.

---

*Jovis*, 26° *die Julii*, 1855.

*Ordered*, That the Committee have power to report their Observations to The House.

---

# SECOND REPORT.

THE SELECT COMMITTEE appointed to inquire into the ACT of last Session for further regulating the SALE of BEER and other LIQUORS on the LORD'S DAY, and who were empowered to report their OBSERVATIONS, together with the MINUTES of EVIDENCE taken before them, to The HOUSE :——HAVE considered the Matters to them referred, and have agreed to the following REPORT :—

YOUR COMMITTEE have applied themselves to the investigation of the subjects referred to them. They find that owing to the advanced period of the Session at which they were appointed, and the short time still remaining at their disposal, that it will be impossible to carry out their inquiry to its full extent.

Your Committee are, however, convinced from the evidence already produced before them, that the Act of last Session, restricting the Sale of Beer and Liquors during certain hours on Sunday, has been attended with unnecessary inconvenience to the public.

Your Committee, therefore, feel it their duty to recommend to the immediate consideration of The House an Amendment of the Sale of Beer Act of 1854, which will admit of the opening of the Licensed Houses from One o'clock till Three o'clock, and from Five o'clock till Eleven o'clock, in the afternoon of Sunday and the other days named in the Act.

Your Committee are further of opinion that it would be desirable to omit in Clause 1 of this Act the words "*bonâ fide*," as useless for the purpose of definition, and tending to create doubts as to the meaning of the Legislature.

26 *July* 1855.

## PROCEEDINGS OF THE COMMITTEE.

### *Martis, 3° die Julii,* 1855.

MEMBERS PRESENT:

| | |
|---|---|
| The Hon. F. Henry F. Berkeley. | Lord Harry Vane. |
| Mr. Massey. | Mr. Patrick O'Brien. |
| Mr. Gregson. | Sir John Pakington. |
| Mr. Villiers. | Mr. Brand. |
| Major Baring. | Sir William Jolliffe. |

Mr. Berkeley called to the Chair.

The Committee deliberated as to their future proceedings.

[Adjourned till Twelve o'clock on Thursday.

---

### *Jovis, 5° die Julii,* 1855.

MEMBERS PRESENT:

The Hon. F. Henry F. Berkeley, in the Chair.

| | |
|---|---|
| Sir John Pakington. | Mr. Ker Seymer. |
| Mr. Massey. | Major Baring. |
| Mr. Brand. | Mr. Scholefield. |
| Sir William Jolliffe. | Mr. Villiers. |
| Mr. Patrick O'Brien. | Lord Harry Vane. |
| Mr. Cobbett. | |

Mr. *Thomas J. Hall,* Mr. *William Corrie,* and Mr. *Thomas J. Arnold,* examined.

[Adjourned till Twelve o'clock on Tuesday.

---

### *Martis, 10° die Julii,* 1855.

MEMBERS PRESENT:

The Hon. F. Henry F. Berkeley, in the Chair.

| | |
|---|---|
| Mr. Cobbett. | Mr. Ker Seymer. |
| Mr. Patrick O'Brien. | Sir William Jolliffe. |
| Mr. Brand. | Lord Harry Vane. |
| Mr. Villiers. | Mr. Scholefield. |
| Mr. Gregson. | Sir William Clay. |
| Major Baring. | Sir John Pakington. |
| Mr. Massey. | Mr. Cheetham. |

The Hon. *G. C. Norton,* Mr. *John Hardwick,* Mr. *George Long,* Mr. *John Hammill,* and Mr. *W. Taylor,* examined.

Committee deliberated.

[Adjourned till Twelve o'clock on Thursday.

---

*Jovis*, 12° *die Julii*, 1855.

MEMBERS PRESENT:

The Hon. F. Henry F. Berkeley, in the Chair.

| | |
|---|---|
| Sir William Jolliffe. | Mr. Patrick O'Brien. |
| Mr. Brand. | Lord Harry Vane. |
| Major Baring. | Sir William Clay. |
| Mr. Cobbett. | Mr. Scholefield. |
| Mr. Villiers. | Mr. Gregson. |
| Sir John Pakington. | |

Mr. *James Trail*, Mr. *Thomas Paynter*, Sir *Richard Mayne*, and Mr. *Edward Yardley*, examined.

Committee deliberated.

[Adjourned till Twelve o'clock on Tuesday.

*Martis*, 17° *die Julii*, 1855.

MEMBERS PRESENT:

The Hon. F. Henry F. Berkeley, in the Chair.

| | |
|---|---|
| Mr. Brand. | Mr. Patrick O'Brien. |
| Major Baring. | Mr. Cobbett. |
| Sir John Pakington. | Sir William Clay. |
| Sir William Jolliffe. | Mr. Gregson. |
| Mr. Villiers. | |

Mr. *G. P. Elliott*, Mr. *Gilbert A'Beckett*, Mr. *D. Whittle Harvey*, and Sir *R. W. Carden*, examined.

Committee deliberated.

Mr. *R. E. Broughton*, and Mr. *Boyce Combe*, examined.

[Adjourned till Twelve o'clock on Thursday.

*Jovis*, 24° *die Julii*, 1855.

MEMBERS PRESENT:

The Hon. F. Henry F. Berkeley, in the Chair.

| | |
|---|---|
| Sir John Pakington. | Major Baring. |
| Mr. Massey. | Mr. Gregson. |
| Mr. Patrick O'Brien. | Mr. Scholefield. |
| Mr. Brand. | Mr. Cobbett. |
| Mr. Villiers. | Mr. Cheetham. |

Mr. *Thomas Wakley*, Mr. *Samuel Norwood*, Mr. *W. F. Beadon*, Mr. *G. Cruikshank*, Captain *Thomas Bulkeley*, Mr. *George Hawkins*, Mr. *W. Arthur Wightman*, and Mr. *Samuel Meredith*, R. N., examined.

Committee deliberated.

[Adjourned till Twelve o'clock on Tuesday.

## *Martis*, 24° *die Julii*, 1855.

MEMBERS PRESENT:

The Hon. F. Henry F. Berkeley, in the Chair.

| | |
|---|---|
| Mr. Brand. | Mr. Cheetham. |
| Mr. Massey. | Mr. Patrick O'Brien. |
| Sir William Jolliffe. | Mr. Gregson. |
| Mr. Villiers. | Mr. Scholefield. |
| Mr. Cobbett. | Sir William Clay. |
| Mr. Ker Seymer. | |

The Committee deliberated.

Motion made, and Question, "That instead of proceeding with further evidence, the Chairman be instructed to draw up forthwith a Report for the consideration of the Committee." (Mr. *Cobbett*), Put, and agreed to.

[Adjourned till One o'clock on Thursday.

## *Jovis*, 26° *die Julii*, 1855.

MEMBERS PRESENT:

The Hon. F. Henry F. Berkeley, in the Chair.

| | |
|---|---|
| Sir William Jolliffe. | Mr. Villiers. |
| Mr. Gregson. | Mr. Cheetham. |
| Mr. Massey. | Mr. Patrick O'Brien. |
| Mr. Cobbett. | Mr. Scholefield. |
| Major Baring. | Sir William Clay. |
| Mr. Brand. | Sir John Pakington. |

Draft Report proposed by Sir *William Jolliffe*, read 1°.

Committee deliberated.

Draft Report read 2°, paragraph by paragraph; several amendments made.

Motion made, and Question proposed, "That the Report as amended be agreed to," (Mr. *Cobbett*):—Amendment proposed, "To leave out all the words after the word 'that,' for the purpose of inserting the following words, 'This Committee has not yet received sufficient evidence as to the effect produced by the Act passed in 1854 'for further regulating the Sale of Beer and other Liquors on the Lord's Day,' to justify a Report to The House in the present Session,'"—(Sir *John Pakington*), instead thereof:—Question put, "That the words proposed to be left out, stand part of the Report":—Committee divided:

| Ayes, 11. | No, 1. |
|---|---|
| Mr. Scholefield. | Sir John Pakington. |
| Mr. Gregson. | |
| Mr. Villiers. | |
| Sir William Clay. | |
| Major Baring. | |
| Mr. Cobbett. | |
| Mr. Patrick O'Brien. | |
| Mr. Massey. | |
| Mr. Brand. | |
| Sir William Jolliffe. | |
| Mr. Cheetham. | |

Main Question put, and agreed to.

Ordered to report.

## EXPENSES OF WITNESSES.

| NAME of WITNESS. | PROFESSION or CONDITION. | FROM WHENCE SUMMONED. | Number of Days absent from Home, under Orders of Committee. | Expenses of Journey to London and back. | Allowance during Absence from Home. | TOTAL Expenses allowed to Witness. |
|---|---|---|---|---|---|---|
| | | | | £. s. d. | £. s. d. | £. s. d. |
| S. Meredith - - | Captain Royal Navy | - - Barnham, near Chippenham. | 3 | 3 - - | 3 3 - | 6 3 - |
| J. T. Enright - - | - - Superintendent of police. | Southampton - - | 2 | 1 5 - | 2 2 - | 3 7 - |
| Joseph Little - - | Chief constable - | Hyde, Cheshire - | 3 | 4 5 - | 3 3 - | 7 8 - |
| James Sawley - - | Chief constable - | Manchester - - | 3 | 4 10 - | 3 3 - | 7 13 |
| Edward Estcourt - | - - Superintendent of police. | Gloucester - - | 2 | 3 9 - | 2 2 - | 5 11 - |
| B. Hickey - - | Chief constable - | Staleybridge - - | 3 | 4 10 - | 3 3 - | 7 13 - |
| Lieut.-Col. Woodford - | - - Superintendent of police. | Preston - - - | 3 | 5 - - | 3 3 - | 8 3 - |
| Rev. J. C. Clay - - | - - Chaplain to House of Correction. | Preston - - - | 3 | 5 - - | 3 3 - | 8 3 - |
| — Candelet - - | Chief constable - | Manchester - - | 3 | 3 3 - | 3 3 - | 6 6 - |
| William Barron - - | Landscape Gardener | - - Elverstone Castle, near Derby. | 4 | 3 10 - | 4 4 - | 7 14 - |
| | | | | | £. | 68 1 - |

# SECOND REPORT

FROM THE

SELECT COMMITTEE

ON

# SALE OF BEER, &c. ACT;

WITH THE

PROCEEDINGS OF THE COMMITTEE.

*Ordered, by* The House of Commons, *to be Printed,*
26 *July* 1855.

427.

*Under* 1 *oz.*

573

# I N D E X

TO

# REPORTS

FROM THE

## SELECT COMMITTEE

ON

# SALE OF BEER, &c. ACT.

*Ordered, by* The House of Commons, *to be Printed,*
26 *July* 1855.

427—I.

# INDEX.

[*N. B.*—In this Index the *Figures* following the Names of the Witnesses refer to the Questions of the Evidence; those following *App. p.* to the Paging of the Appendix; and the *Numerals* following *Rep. p.* to the Report of the Committee.]

A.

*A'BECKETT, GILBERT ABBOTT.* (Analysis of his Evidence.)—Magistrate at the Southwark Police Court, 1300–1302——Decided diminution of drunkenness in the district consequent on the Act of 1854; 1304–1307. 1330, 1331. 1354——Inconvenient operation of the Act, more especially as regards the middle classes, 1304. 1308–1310. 1332–1351——Harsh bearing of the Act upon publicans, as the *onus probandi* rests with them in questions about travellers, 1311–1314. 1321, 1322——Decision by witness in the case of an information against excursionists, that they were travellers and entitled to refreshment, 1315–1320.

Inexpediency of an exception, as in the case of travellers, which cannot be defined, 1323, 1324——Probable reasons for complaints about refreshment to travellers not arising more frequently, 1325–1329——Effect of the distress last winter in reducing the average amount of drunkenness, 1352, 1353——In the Southwark district wages are chiefly paid on Saturday night, and sometimes in public-houses, 1355, 1356.

*Act 2 & 3 Vict. c. 47 (Police Act.)* See *Hours of Closing*, 1.

*Afternoon Closing.* See *Hours of Closing*, 2.

*Amusements.* See *Recreation.*

*Anerley Gardens.* Extended closing of the Anerley Gardens under the Act, *Hawkins* 2149–2152. 2162, 2163.

*Appeal.* Advantage if there were an easy mode of appeal from the decisions of the magistrates, *Corrie* 223, 224. 238, 239. 250–261. 324——Magistrates throughout the country would thereby soon learn what the law really was, *ib.* 239——The diversity of opinion of magistrates as to the interpretation of the Act might ultimately be obviated by appeal, *Arnold* 365, 366.

Doubt as to there being any power of appeal under the Act in question; necessity of such power or of other means for preventing diversity of opinion among magistrates, *Traill* 918–922——The appeal from witness's conviction (before referred to) was made under the "Metropolitan Police Act," *Paynter* 998–1000——Power of appeal from convictions arising out of the word "traveller," *Elliott* 1241–1243.

*See* also *Travellers* 2.

*Arnold, Thomas James.* (Analysis of his Evidence.)—Magistrate at the Westminster Police Court, 340–342——No case in regard to travellers has been brought before witness under the Act of 1854; 343, 344. 399——Interpretation placed by witness upon the words "*bonâ fide* traveller;" respects wherein he differs from the views of Mr. Hall and Mr. Corrie, 345–351. 406–421——Persons going five or six miles from London, or even to Brighton, for the sake of a day's recreation, do not come under witness's construction of the term "traveller," 345–351. 419–421.

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367. 390——Inconvenience and irritation, especially in the case of excursionists, consequent on the closing at 10 p.m., in London, 368–372. 392–397——Licensed victuallers are bound to supply food, if required, 370.

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*Beadon, William Frederick.* (Analysis of his Evidence.)—Police magistrate for Hammersmith and Wandsworth; always sits on Monday, 1930. 1932——Has decided a few cases in regard to the words "*bonâ fide* traveller," 1931——Acts upon the view of the Middlesex magistrates, in a case of appeal before the present Act, that excursionists to any distance from home are "travellers," 1933–1936. 1976–1987. 1991——The words "*bonâ fide*" should not lead to a new interpretation of the word "traveller," but had better be struck out of the Act, 1936, 1937. 1990——Expediency of retaining the use of the word "traveller," 1937. 1988–1990.

With regard to the publicans, witness requires them, according to Jervis's Act, to provide proof that they were supplying travellers, but does not convict them if, though failing to substantiate their case, they can show that they have acted *bonâ fide*, 1938–1944——Evil consequent on the diversity of opinion regarding the word "traveller," 1945——Undue inconvenience suffered by the middle classes who go short distances from London by the closing between half-past two and six, 1946–1948. 1996, 1997.

Slight diminution of drunken charges on Monday in witness's district since the Act of last Session; it is still less than was stated by Mr. Paynter, 1949. 1959–1968——Suggested return to the practice under the Police Act, so that the houses may be opened from one o'clock in the afternoon, 1950–1952——Desirableness of closing at eleven at night, 1952–1958. 1970–1975. 1997——The laws respecting drunkenness should be altered, 1957——Considerably more charges for drunkenness on Monday than on any other day; they include the Saturday night cases, 1961. 1969–1971. 1992–1994.

*Beershops.* Circumstance of the great majority of drunken persons brought up at Lambeth Police Court having got drunk at beershops, *Hon. G. C. Norton* 563–565. 571, 572——Earlier closing of the beershops than of the public-houses until the passing of the present Act, *Long* 703–708——Slight interference of the Legislature with beershop-keepers as compared with licensed victuallers, *Wakley* 1751–1753.

*Betting-Houses.* Propriety of checking the sale of spirits, &c., upon the same principle that the operation of betting-houses was checked, *Sir R. W. Carden* 1489–1493. 1573.

*Blackwall.* Inconvenience suffered at Blackwall principally through the closing between half-past two and six in the afternoon, *Wightman* 2198–2200.

*See* also *London and Blackwall and Tilbury and Southend Railways.* *Lovegrove, Messrs.*

"*Bonâ Fide*" *Travellers.* See *Travellers.*

*Bow-street Police District.* No question has come before witness with regard to the words "*bonâ fide* traveller" in the Act of 1854, *Hall* 3——Check given to drunkenness by the Act; fewer charges at Bow-street on Monday than under the former Act, *ib.* 11–13. 42–47——On the whole, drunkenness has not diminished under the Act, according to the cases at Bow-street, *ib.* 13. 105——There are more drunken cases on Tuesday and Wednesday than there used to be, *ib.* 13. 104–107. 111–113——Before the present Act those that were brought up on Monday got drunk on Sunday, but now the cases are mostly of persons who get drunk on Saturday night, *ib.* 107. 109, 110. 113.

*Brighton.* See *London, Brighton, and South Coast Railway.*

*Bristol.* Strict administration of the Act at Bristol adverted to, *Paynter* 963-966——Comparatively slight inconvenience to the excursionists, when, on arriving at Bristol, &c., in the forenoon, they find the houses closed, *Bulkeley* 2084-2088. 2095–2097.

*British Museum.* The Museum should be opened on Sunday, Hon. *G. C. Norton* 510; *Hardwick* 676.

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*Broughton, Robert Edward,* F.R.S. (Analysis of his Evidence.)—Magistrate of Mary-le-bone Police Court, 1595——Always sits on Monday, 1596——Has not decided any cases with reference to the words "*bonâ fide* traveller", 1597. 1656–1659——Satisfaction generally of the publicans in London with the present Act, those in the suburbs chiefly objecting to it, 1597. 1654–1660——Fearful effects of drunkenness, especially in the case of women, 1598——Opinion that the evil of drunkenness, is to be corrected not by legislation, but by improvement in the habits and condition of the people, 1598——Decrease in the number of drunken cases at Mary-le-bone Court on Monday, and increase on Tuesday, since the passing of the Act of last Session, 1599, 1600.

Tendency of the increased restrictions under the Act to encourage clandestine drinking in low places; authority for this statement, 1600–1603. 1621–1637——Approval of the closing till one in the afternoon, 1603. 1610——Objection to any provision for closing "during the hours of Divine Service," 1603–1606——Very objectionable nature of the Act, as creating great soreness of feeling in the minds of the lower classes, 1607–1609——Great inconvenience to excursionists and others, by the closing at 10 p.m., 1607–1613. 1639.

Propriety of opening from one till three in the afternoon, 1611——Suggestion that the houses be closed every night of the week at twelve o'clock, 1612–1625. 1638–1645——Witness approves of legislative restriction, if not carried too far, 1642–1644——With regard to the words "*bonâ fide* traveller," it would be better to omit them altogether, and to leave the question to the discretion of the magistrate, 1646–1653——Impossibility of defining a "traveller," 1646–1648——As regards proof, the informer should first state his case, and the publican then make his defence, 1650–1653.

*Bulkeley, Captain Thomas.* (Analysis of his Evidence.)—A Director of the Great Western Railway, 2038——A large number of excursionists are taken to considerable distances along the line every Sunday, returning for the most after 10 p.m., 2039——Dissatisfaction expressed by these persons on their arrival, at being unable to get supplied at public-houses, 2039. 2071–2075. 2099, 2100——A refreshment-room was contemplated at the Station, and would probably have been established, but for the present Act, 2039. 2052–2081. 2101, 2102——Respectable and orderly character of the excursionists who are mostly of the working classes, 2039, 2040——Effect of railway facilities in inducing the excursionists to go to church in the country, 2040–2043.

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*Carden, Sir Robert Walter.* (Analysis of his Evidence.)—Alderman of the city of London, and magistrate *ex officio,* 1463, 1464——Has not decided any case under the Sunday Beer Act, with regard to the definition "*bonâ fide* traveller," 1465–1467——Diversity of opinion among magistrates as to the meaning of those words, 1468–1471——Witness does not consider an excursionist a traveller within the meaning of the Act, 1470, 1471——Very sensible diminution of drunken charges at the Mansion House on Monday for three months since the passing of the Act, as compared with three corresponding months previously, 1472–1482. 1499–1501. 1545, 1546.

Witness has taken a very great interest in the Temperance question, and is a member of the Maine Law Committee, 1483. 1515–1517——The greater the restriction upon the means of drunkenness, the better for the population; the necessities, but not the wants, of the people being duly considered, 1484. 1511–1514——Considerable benefit resulting from the closing at 10 p m. on Sunday, 1485, 1486. 1495. 1512–1514. 1570. 1579–1582——If the Act be changed at all, it should be made more restrictive, 1487. 1504 *et seq.*

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Expediency of checking the sale of spirits in public-houses on the score of health, 1517–1527——Witness does not want to legislate for the use, but for the abuse, of

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intoxicating drinks, and considers that moral means are not effectual as a remedy for such abuse, 1528–1533. 1537, 1538——Belief that the public generally are favourable to greater restrictions upon public-houses, 1538——Detriment to the community at large in the immense expenditure by the lower classes upon intoxicating liquors, 1539–1541. 1558–1569.

Diminution of crime as well as of drunkenness if the sale of liquors be restricted, 1547–1549——Impolicy in encouraging the sale of excisable drinks for the sake of the revenue, 1558–1566——Belief that the sale of liquors can never be entirely prohibited, 1567——Opportunities of excursionists, &c., to make their arrangements so as not to be put to any inconvenience, 1574–1578. 1593——Dreadful state of things consequent on the public-houses being open late at night, 1580–1582.

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*Class Legislation.* Strong objection to any distinction between the wealthy and the working classes, *Arnold* 427——Error of the principle of class legislation contained in the Act, *Traill* 825, 826, 828, 829; *Paynter* 938, 939——Restriction upon the poor, but not upon the rich, *Broughton* 1607, 1608. 1639.——*See* also *Hotels.* *Working Classes.*

*Clerkenwell Police District.* No case in regard to travellers has been brought before the Clerkenwell Court, but the views of the magistrates of the courts upon the subject have been made known, *Corrie* 203. 243, 244——Diminution in drunkenness in Clerkenwell, though only to a slight extent, consequent on the diminution of hours for which public-houses are open, *ib.* 213, 214. 219–221. 270–282, *ib.*——Effect of the liberal interpretation of the Act by witness and his colleague upon the conduct of the public-houses in the district, *ib.* 245–248. 304–312——Class of persons generally in the district, *ib.* 249.

*Closing of Public Houses* (*Sunday*). See *Hours of Closing.*

*Club Houses.* There is no necessity or reason for club houses being placed in precisely the same category as public-houses, and equally closed till one o'clock in the afternoon, *Hardwick* 662–667.

*Coffee Shops.* Impression that by the time of the arrival of excursionists in the evening at the Waterloo station, the coffee-shops are mainly closed, *Norwood* 1904–1909——Belief that the coffee-shops near the London Bridge terminus are all closed by 10 o'clock, *Hawkins* 2158, 2159——*See* also *Unlicensed Houses.*

*Combe, Boyce.* (Analysis of his Evidence.)—Magistrate at Southwark police court; seldom sits on Monday 1661–1663——Has not had any case in regard to the words "*bonâ fide* traveller," 1663. 1665, 1666. 1679–1683——Reduction in the number of drunken cases at the court on Monday, and increase on Tuesday and Wednesday since the Act of last Session, 1663, 1664——Approval of closing between twelve o'clock on Saturday night and one on Sunday afternoon, 1667, 1668. 1671, 1672——Recommended opening from one in the afternoon till twelve at night, 1667–1669.

Objection to Mr. Broughton's proposition for closing at 12 p. m. every night in the week, 1670. 1673——Definition of a "traveller," whether accompanied by the words "*bonâ fide*" or not, as a person going from home, whether for business or pleasure, 1677. 1684–1691.——The *onus* of proof should rest with the informer, 1678——Expediency of facilitating excursions as a means of rational amusement for the lower classes on Sunday, 1692–1694.

*Complaint.* See *Dissatisfaction and Complaint.*

*Convictions.* See *Appeal.* *Lovegrove, Messrs.* *Travellers,* 2.

*Corrie, William.* (Analysis of his Evidence.)—Metropolitan magistrate; generally sits at Clerkenwell, 198——Much more extended construction placed by witness and his colleague at Clerkenwell, than by Mr. Hall, upon the words "*bonâ fide* traveller," 199–202. 240–242——Any person going on an excursion of any kind, whether from London to Brighton, or Hampton Court, or even from one end of London to another, should be considered a traveller within the meaning of the Act, 200–202. 225–227. 230–234. 308. 321, 322——No case in regard to travellers has been brought before the Clerkenwell court, but the views of the magistrates of the court upon the subject have been made known, 203, 243, 244.

Evidence to the effect that the *onus probandi*, in regard to travellers, should not rest with the publican, but with the police, or the party making the complaint, 203–206. 210, 211. 222. 228–230——Witness has been a practising barrister for nearly twenty years, 207–209——

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*Corrie, William.* (Analysis of his Evidence)—*continued.*

207-209——Diminution of drunkenness in Clerkenwell, though only to a slight extent, consequent on the diminution of hours for which public-houses are open, 213, 214. 219–221. 270–282——Impression that the sale of liquors at unlicensed houses, and low places, has not increased since the passing of the Act of 1854, 215–218. 276——Nineteen-twentieths of the crime brought before magistrates, arises from drunkenness, directly or indirectly, 221. 270, 271.

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*Cremorne Gardens.* Orderly conduct of the gardens adverted to, *Sir R. Mayne* 1136. 1138, 1139.

*Crime.* Nineteen-twentieths of the cases of crime brought before magistrates arise from drunkenness, directly or indirectly, *Corrie* 221. 270, 271——Drunkenness is the cause of one-half or three-fourths of the offences which come before magistrates, *Elliott* 1264, 1265——Diminution of crime as well as of drunkenness if the sale of liquors be restricted, *Sir R. W. Carden* 1547–1549——Reference to the immense amount of crime consequent on intemperance, *Cruikshank* 2015. 2037——Very small proportion of the population which is criminal, *Meredith* 2289–2292——Effect of good wages in diminishing crime, *ib.* 2293——The diminution of committals does not show the influence of any particular law upon crime, *ib.* 2294.——*See* also *Drunkenness.*

*Croydon.* Passengers in the evening, from Croydon to London, need not be put to such inconvenience as those from Brighton, *Hawkins* 2161. 2166.

*Cruikshank, George.* (Analysis of his Evidence.)—Has, for a great number of years, more especially since he became a teetotaller, about nine years ago, been exerting himself to check the evils of intemperance, 1999——Testifies strongly to the beneficial operation of the Beer Act of last Session, more particularly as regards the closing at ten o'clock at night, 2000, 2001. 2010. 2018–2026——Has not heard any complaint against the hours for closing under the Act, except on the part of publicans, and the systematic frequenters of public-houses, 2001–2003. 2023. 2027–2034——The denial of intoxicating liquors is no denial of necessary refreshment, 2003. 2018.

Advocacy of increased restrictions on Sunday drinking, and eventually of the total closing of public-houses, 2003. 2008–2017——Frequency of drunkenness about the streets during the hours for closing, 2003–2007——Denial that any real inconvenience is occasioned by the Act, 2018–2021——Favourable feeling towards the Act on the part of the several classes with whom witness comes in contact, 2027–2030——Slight weight attached to petitions, numerously signed, against the Act, 2032–2037.

*Crystal Palace.* Evidence in favour of the grounds, but not the building, being open on Sunday, free of charge, *Hon. G. C. Norton* 461–463. 503–508. 519–524——The building, as well as the grounds, should be allowed to be open, *Hardwick* 674. 685–688——Opinion that the great mass of the people would approve of the place being opened, *ib.* 682.

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D.

*Disorder.* Returns showing, under the present Act, a diminution in the metropolitan police district of charges for drunk and disorderly conduct, as compared with the previous Act, *Sir R. Mayne's Ev. p.* 75, 76; and *App. p.* 159——Rioting and drunkenness at night under the former Act, *Cruikshank* 2000, 2001. 2024.——*See* also *Teetotallers.*

*Dissatisfaction and Complaint.* The complaints against the Act proceed only from persons who leave London on Sunday, *Hall* 75——Opinion that there is no ground for complaint by the inhabitants of London, *ib.* 75. 148——Probable reasons for complaint about the term "travellers" being specially made, since the passing of the present Act, *Corrie* 265, 266——Irritation and inconvenience, especially in the case of excursionists, consequent on the closing at 10 p.m. in London, *Arnold* 368–372. 392–397——Great importance of the Legislature putting a stop to the ill-feeling created by the Act, *Hon. G. C. Norton* 577, 578. 587——Nature of the complaints which were made under the previous Act, *Hardwick* 618–628——Very objectionable nature of the Act, as creating great soreness of feeling in the minds of the lower classes, *Hardwick* 660, 661; *Broughton* 1607–1609.

Tendency of the Act to create an ill-feeling against the higher classes, *Long* 722–728——Increase of complaints consequent on the additional restrictions imposed by the Act, *ib.* 729–735——Considerable dissatisfaction among the working classes and the middle classes in consequence of the inconvenience occasioned by the Act, *Sir R. Mayne* 1106–1111——Complaints that the closing till six o'clock in the afternoon is unnecessary and inconvenient, *Elliott* 1248. 1259–1261——Probable reasons for complaints about refreshments to travellers not arising more frequently, *A'Beckett* 1325–1329.

Witness has peculiar opportunities for learning the views of the middle and lower classes, and of publicans in regard to the Beer Act of last Session; these opportunities considered, *Wakley* 1700. 1703, 1704. 1739–1744. 1801–1806. 1824, 1825——Very strong feeling among the middle and lower classes against the restrictive character of the Act, *ib.* 1701–1706. 1718. 1739. 1844–1846——Very unfavourable feeling produced by the Act against the Legislature, *ib.* 1701. 1705. 1725. 1733——Frequent complaints made by excursionists against the closing at 10 p.m., *ib.* 1718. 1808–1810——Dissatisfaction expressed by excursionists at their being prohibited from procuring drink, &c., on returning to London in the evening, *Norwood* 1856–1872. 1902, 1903. 1918–1925. 1927, 1928; *Bulkeley* 2039. 2071–2075. 2099, 2100; *Hawkins* 2111.

Bitter feeling of the lower classes adverted to as being to a great extent not spontaneous, *Sir R. W. Carden* 1585——Witness has not heard any complaints against the hours for closing under the Act, except on the part of publicans and the systematic frequenters of public-houses, *Cruikshank,* 2001–2003. 2023. 2027–2034.

*See* also *Hours of Closing,* 2, 3. *Hyde Park Disturbances. Petitions. Publicans. Restrictions* (*Sale of Beer, &c*). *Travellers,* 3.

*Distress.* Effect of the distress last winter in diminishing drunkenness, *Hammill* 774. 779; *Elliott* 1298, 1299; *A'Beckett* 1352, 1353——In seasons of distress drunkenness always decreases, *Taylor* 783, 784——In times of distress the confirmed drunkard indulges the more in his favourite vice, *Traill* 857—— Different effects of distress upon different persons as regards drunkenness, *Sir R. Mayne* 1126–1128.

*Divine Service.* Prior to the Act of last Session the public-houses throughout the Metropolis were generally closed from three to five in the afternoon, *Hall* 134, 135——Slight complaints of inconvenience in regard to the closing from 3 to 5 p.m., *ib.* 137–141—— Grounds for the recommendation that between three and five o'clock the houses should be closed, *Hon. G. C. Norton* 475–478. 599, 600——Reference to the closing between half-past two and six, as not answering the purpose intended with regard to religious observance; case in illustration, *Traill* 829–831. 861. 900.

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*See* also *Union Hall Police District.*

*Drunkenness.* Provided drunkenness can be prevented, persons should be allowed to obtain refreshment at any hour of the day, *Corrie* 242. 248. 323——Impression as to drunkenness generally taking place earlier in the evening than ten o'clock, *ib.* 283–287. 325–327—— Opinion that the Act has not made any difference as to the amount of drunkenness, *Arnold* 354–357. 373, 374. 376, 377——Impression that drunkenness would not be much increased if the houses were open for a longer time on Sunday, *ib.* 367.

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Less inclination of the lower classes to drink to excess on Sunday than on working days, *Hon. G. C. Norton* 481–492. 527. 532, 533——Increase of drunkenness and of its concomitant, crime, in proportion with the increase of population, *ib.* 538. 554–556——Belief that drunkenness has for some years been decreasing, and that the decrease is attributable not to legislation, but to improvements in the education and habits of the people, *Hardwick* 639–643. 651–657——Circumstances affecting the increase or decrease of drunkenness; anticipated decrease as education advances, and the tastes and habits of the people improve, *Long* 709. 722——Non-concurrence with Mr. Norton that there is less drunkenness on Sunday than other days, *ib.* 710–713.

Effect of the distress last winter in reducing the average amount of drunkenness, *Hammill* 774. 779; *Elliott* 1298, 1299; *A'Beckett* 1352, 1353——Impression that on the whole drunkenness has somewhat diminished since the Act of 1854, *Traill* 850. 853. 870——Causes independently of the Act of last Session which may account for any diminution of drunkenness, *ib.* 854–857——Tendency to reduced drunkenness as the hours for closing are more extended, *ib.* 861. 881, 882.

Explanation relative to certain returns containing particulars as to the amount of drunkenness in the metropolitan police district, from January to June 1854 inclusive; these returns delivered in, *Sir R. Mayne* 1007–1010. 1092–1094——Considerable diminution shown by the foregoing returns in the charges for drunk and disorderly conduct since the passing of the Act, *ib.* 1007. 1010. 1092. 1122——Sundry causes to which the diminution may be attributable; opinion that the extended closing of public-houses is the chief cause, *ib.* 1011–1025. 1076–1078. 1122——Decrease of cases of drunkenness accompanied with violence, *ib.* 1138.

Belief that habits of drunkenness have not decreased under the Act, *Wakley* 1739. 1799——Strong opinion entertained by witness of the evils of drunkenness, *ib.* 1794——Benefit of the Act if since its operation drunkenness has decreased, *ib.* 1799, 1800. 1815——A large proportion of the deaths inquired into by witness result from drunkenness, *ib.* 1831–1833——Frequency of drunkenness about the street during the hours for closing, *Cruikshank* 2003–2007——The agricultural and the manufacturing classes are equally inclined to drink when they have the means at their disposal, *Meredith* 2274.

Return of the number of persons taken into custody in the metropolitan police district for drunkenness, or for drunk and disorderly conduct, between the hours of 10 a. m. on Mondays and 10 a. m. on Tuesdays in each week, from January to June 1853 inclusive, *App. p.* 159——Similar return between the hours of 12 on Saturday night and 10 a. m. on the following Monday, *ib.*——Return showing the total number of persons taken into custody for drunkenness, or or for drunk and disorderly conduct, from January to June 1853 inclusive, *ib.*

*See* also *Bow-street Police District. Clerkenwell Police District. Crime. Distress. Hammersmith and Wandsworth Police Districts. Health. Hours of Closing. Lambeth Police District. London (City). Marlborough-street Police District. Marylebone Police District. Monday. Moral Restraint. Penalty on Drunkenness. Publicans. Recruiting. Restrictions (Sale of Beer), &c. Southwark Police District. Thames Police District. Unlicensed Houses. War, The. Westminster Police District. Women. Worship-street Police District.*

E.

*Education.* Illustration of the want of education among the lower classes, *Wakley* 1727–1729. 1734–1738.

*Elliott, George Percy.* (Analysis of his Evidence.)—Magistrate at the Lambeth Police Court, 1207–1209——Always sits on Mondays, 1210——Has had no experience as to any legal questions under the Act of 1854; 1211, 1212. 1232, 1233——Reduction in the amount of offences on Monday morning since the passing of the Act, 1213, 1214. 1216. 1226–1229. 1247. 1262–1265. 1299——Has not personally heard any complaints against the Act, 1215——Has no reason to believe that in consequence of the public-houses being closed drunkenness takes place, instead, in coffee-houses, &c., 1217–1225——Benefits consequent on the decision of the magistrates with regard to the former Act of Parliament, that under it public-houses could not be opened after twelve o'clock on Saturday night, 1229–1231.

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*Gin Palaces.* Attractions of the gin palaces adverted to, *Yardley* 1188–1191.

*Great Western Railway.* A large number of excursionists are taken to considerable distances along the line every Sunday, returning for the most after 10 p. m., *Bulkeley* 2039——Dissatisfaction expressed by these persons at being unable to get supplied at public-houses on their arrival, *ib.* 2039. 2071–2075. 2099, 2100——A refreshment room was contemplated at the Paddington station, and would probably have been established but for the present Act, *ib.* 2039. 2052–2081. 2101, 2102——Decrease of excursionists on the line, but not attributed to the Sunday Beer Act, *ib.* 2048–2051.

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*Hall, Thomas James.* (Analysis of his Evidence.)—Magistrate at Bow-street, 1——No question has come before witness with regard to the words "*bonâ fide* traveller" in the Act of 1854, 3——Opinion as to the meaning of those words; apprehension that a person going from London to Hampton Court, &c., for a day's pleasure, cannot be termed a "*bonâ fide* traveller," and that the words are intended to imply that the travelling must be something approaching to necessity, 4–6. 32–41. 60. 89–93. 176–185——Objection to its being held that nothing but business constitutes a traveller within the meaning of the Act, 4–6. 32, 33——There are not more than one or two London magistrates who construe the term in question as referring to travelling for business exclusively, 7——Inexpediency of the conflict of opinion in regard to the term, 8–10. 35. 59.

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*Hammill, John.* (Analysis of his Evidence.)—Magistrate at Worship-street Court; sits on the latter days of the week, 747——Decision by witness, that persons going from London to Victoria Cemetery, near Victoria Park, are "travellers" within the meaning of the Act, 748. 751, 752——Concurrence generally in the evidence of Mr. Long, 749, 750——Opinion that a person going to Victoria Park should be entitled to refreshment as a traveller, 753, 754——Evidence in favour of not closing on Sunday between one o'clock and twelve o'clock at night, 755–774——Diminution, at Worship-street Court, in the charges of drunkenness on Monday, and increase of the charges on Tuesday, since the passing of the present Act; probable explanation hereon, 774–780.

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*Hardwick, John,* D.C.L., F.R.S. (Analysis of his Evidence.)—Approval of public-houses remaining closed from twelve o'clock on Saturday night till one o'clock on Sunday afternoon, 601. 644–647——Evidence in favour of their continuing open from one p.m. on Sunday till twelve at night, 601–604. 612–614. 634–636. 649, 650——Puzzling character of the expression "*bonâ fide* traveller," 605—— Impression that, in the sense of the Act, any person is a traveller who goes sufficiently far from his home as to require refreshment, 605.

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*Harvey, Daniel Whittle.* (Analysis of his Evidence.)—Chief of the police of the City of London, 1357——During the eleven months preceding the passing of the Act of 1854, 2,809 drunken persons have been taken in charge within the City; and during the eleven months since the Act, 2,817 persons, 1358–1360. 1363——Regulations framed by witness (as empowered by the City Police Act, whereby merely drunken cases in the City are dealt with without being brought before the magistrates, 1361. 1368–1375——Nearly similar numbers of cases in 1852, 1853, and 1854; 1361——Population of the City in proportion to the number of drunken cases, 1362.

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Circumstances of hotels not being compelled to close at 10 p.m., 1399. 1403—— Tendency of the restrictions under the Act to increase the sale of liquor in unlicensed coffee-shops and low places, 1404–1409——Witness would not object to the houses being open from 1 p.m., 1415——Inconvenience of the closing from half-past two till six, 1420–1423——Less drunkenness in the City on Sunday since the passing of the Act, there being, however, an increase on Saturday and Monday, 1424, 1425——Impropriety of punishing the many for the vices of the few, the number who drink to excess being in proportion to the entire population exceedingly small, 1435, 1436. 1444. 1446–1448.

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*Hawkins, George.* (Analysis of his Evidence.)—Traffic manager of the London and Brighton Railway, 2108, 2109——Very large number of excursionists conveyed along the Brighton line, including the Croydon and Epsom branch, every Sunday, about one-fourth of whom on returning do not get away from the London Bridge terminus till after 10 p.m., 2110. 2120-2126——Frequent complaints made by the excursionists against the closing of the public-houses under the Act of last Session, 2111——Inconvenience suffered by passengers arriving at the terminus about ten o'clock, inasmuch as by the time they reach their homes they are unable to procure any beer, &c., 2112-2114. 2129-2133. 2164, 2165.

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*Holidays.* Tendency of holidays to increase drunkenness, *Elliott* 1266, 1267.

*Hotels.* Probability of the poorer classes, considering it a grievance that whilst refreshments may be obtained at hotels throughout the afternoon, beerhouses are closed during the same period, *Hall* 63-66——Manner in which the provision for closing at ten at night interferes with hotels, such as the Star and Garter at Richmond, *Paynter* 967-979——Less obstacle to the rich man to obtain refreshments at a hotel during the prohibited hours than to the poor man to obtain the like at a public-house or beershop, *ib.* 975-979. 983-986——The law should be imperative upon rich as well as poor, and should apply equally to hotels as to public-houses, *Elliott* 1282. 1294-1296——Circumstances of hotels not being compelled to close at 10 p.m., *Harvey* 1399. 1403.

*Hours of Closing:*

1. *Morning.*
2. *Afternoon.*
3. *Evening.*

1. *Morning:*

Though witness objects to the extent of the present restrictions in the afternoon and evening of Sunday, he fully approves of the closing in the earlier part of the day, *Arnold* 424-431——Considerable benefits attributed to the closing from 12 p.m. on Saturday till one o'clock on Sunday, which arrangement should not be disturbed, *Hon. G. C. Norton,* 444-449. 457-460, 525-531. 596-600——Approval of the provision for closing public-houses from twelve o'clock on Saturday night till one o'clock on Sunday afternoon, *Hardwick* 601. 644-647; *Long* 714-716; *Paynter* 959-961; *Broughton* 1603. 1610; *Combe* 1667, 1668. 1671, 1672.

Beneficial results of the closing from twelve on Saturday night till one on Sunday afternoon, *Traill* 883-886. 899; *Sir R. Mayne* 1062. 1122; *Elliott* 1229-1231——The people having become accustomed to the closing till one o'clock on Sunday, it is not desirable to make any alteration in that respect, *Harvey* 1385-1387. 1415, 1416, 1452, 1453——Witness when in Parliament approved of the closing between twelve on Saturday night and one on Sunday afternoon, and considers the same very beneficial, *Wakley* 1765-1773.

2. *Afternoon:*

Slight inconvenience in London in closing from half-past two till six, *Hall* 68-70. 75, 76——Inconvenience consequent on the closing between half-past two and six, *Corrie* 267-269. 316-319. 323; *Hon. G. C. Norton* 456. 518; *Yardley* 1161; *Harvey* 1420-1423——Objection to the period of afternoon closing out of London, but not in London, *Arnold* 387-391——Evidence in favour of not closing on Sunday between one o'clock and twelve o'clock at night, *Hardwick* 601-604. 612-614. 634-636. 649, 650; *Hammell* 755-774; *Combe* 1667-1669——Inconvenience of closing between three and five in the afternoon, more especially out of London, *Hardwick* 616-629. 658, 659.

Objection to closing the public-houses at all after one o'clock in the afternoon until about eleven at night, *Traill* 861-864. 887-898. 900, 901. 915-917; *Sir R. Mayne* 1124——Inconvenience, without benefit, consequent on the closing between half-past two and six, *Traill* 888, 900, 901——Material and cruel inconvenience as regards the working

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2. *Afternoon*—continued.

working classes by the extra closing from five to six o'clock, *Paynter* 937–939. 951–958. 960, 961——The houses should open at one in the afternoon, *Yardley* 1162; *Harvey* 1445.

Propriety of removing the restriction between half-past two and six o'clock, if public feeling be opposed to such restriction, *Harvey* 1554–1556——Propriety of opening from one till three in the afternoon, *Broughton* 1611——Recommendation that the houses be open between one and three in the afternoon, and then closed till five, *Wakley* 1786–1789. 1822, 1823. 1826, 1827——Suggested return to the practice under the Police Act, so that the houses may be open from one o'clock in the afternoon, *Beadon* 1950–1952.

Benefit, without necessary inconvenience, from the closing between half-past two and six, *Sir R. W. Carden*, 1570. 1576–1578. 1593——Important check upon drunkenness, especially in manufacturing towns, by the closing from 2.30 p. m. till 6 p. m., *Meredith* 2253–2260.

The Committee recommend an amendment of the Act of 1854, which will admit the opening of licensed houses from one o'clock till three o'clock in the afternoon, *2d Rep. p.* iii.

3. *Evening:*

Advantage of the closing at ten o'clock at night, *Hall* 23–25. 68. 77. 114; *Cruikshank* 2000, 2001. 2018–2026——Objection to the houses being open later than 10 p. m., *Hall* 78, 79. 148; *Corrie* 315–317—— By the present Act, all places for the sale of intoxicating drinks are closed at 10 p. m. on Sunday; practice previously, *Hall* 149–156——Expediency of not closing till eleven or twelve o'clock at night, *Long* 694, 695. 699——Expediency of not closing till eleven, or rather twelve, in order to meet the case of excursionists returning to London, *Hammill* 759–774.

Allowance to be made for the time sometimes taken before excursionists, &c., on going to a public-house, can obtain what they require, *Traill* 915–917——Approval of closing at ten rather than at eleven o'clock, *Paynter* 967——Opinion of the police superintendents that the houses might with advantage remain open till eleven o'clock; concurrence therein, *Sir R. Mayne* 1079. 1083. 1103. 1115–1117. 1123–1125——Advantage of closing at not later than eleven at night, drunkenness generally taking place in the day, *Elliott* 1249–1253——Considerable benefit resulting from the closing at 10 p.m. on Sunday, *Sir R. W. Carden* 1485, 1486. 1495. 1512–1514. 1570. 1579–1582——Great disadvantage if the houses be open till 11 p.m., *Sir R. W. Carden* 1495. 1512–1514. 1579–1582; *Cruikshank* 2000, 2001.

Suggestion that the houses remain open from five o'clock in the afternoon till half-past eleven at night, *Wakley* 1723. 1781–1789. 1798—— Desirableness of closing at eleven at night, *Beadon* 1952–1958. 1970. 1975. 1997——The public-houses should be open till twelve at night, *Bulkeley* 2082, 2083——Propriety of extending the hours for remaining open till eleven o'clock, *Hawkins* 2160. 2166.

The Committee recommend an amendment of the Act, which will admit of licensed houses being open from five o'clock till eleven o'clock, *2d Rep. p.* iii.

*See* also *Disorder. Dissatisfaction and Complaint. Divine Service. Drunkenness. Excursionists. Inconvenience. Order. Publicans. Restrictions (Sale of Beer, &c.) Suburban Districts. Summer. Week days. Working Classes.*

*Hyde Park Disturbances.* Belief that but for the Sunday Beer Bill, these disturbances would no have occurred, *Hon. G. C. Norton* 443. 577——Many persons who felt themselves aggrieved by the Act joined in the disturbances, *Sir R. Mayne* 1109.

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*Inconvenience.* The inconvenience generally, which may arise under the Act, might be avoided by pre-arrangement, *Hall* 17. 20——Approval of some inconvenience rather than that the houses should be open all day, *ib.* 22, 23——Inconvenience consequent on the closing from 2.30 p.m. till 6 p.m., *Hall* 68–70. 75, 76; *Corrie* 267–269. 316–319. 323 *Hon. G. C. Norton* 456. 518; *Yardley* 1161; *Harvey* 1420–1423——Opinion that inconvenience in London arises through the extra closing from five to six, rather than between ten and twelve, *Hall* 142–148.

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1639——Considerable inconvenience experienced by excursionists, &c., on arriving in London after the closing of the public-houses in the evening; the grades above the labouring classes are chiefly inconvenienced, *Paynter* 962–972. 983–986; *Harvey* 1376–1379. 1397–1399. 1417–1419. 1437–1443——Inconvenience occasioned by the closing in the suburban districts between 2 p.m. and 6.30 p.m., but not by the closing at 10 p.m., *Sir R. Mayne* 1035, 1036. 1049. 1117–1121. 1125——Witness derives his information chiefly through the police, *ib.* 1049——Opinion that any good resulting from the recent legislation is more than counterbalanced by the inconvenience, *Sir R. Mayne* 1117. 1121–1123; *Yardley* 1159. 1161. 1165.

Impropriety of punishing the many for the vices of the few, the number who drink to excess being in proportion to the entire population exceedingly small, *Harvey* 1435, 1436. 1444. 1446–1448—— Propriety of excursionists to Chepstow or such distant places being enabled to obtain beer and other refreshment, now prohibited, on returning to London after ten at night, *Bulkeley* 2044, 2045. 2089–2094. 2107——Inconvenience suffered by passengers arriving at the London Bridge terminus about ten o'clock, inasmuch as by the time they reach their homes they are unable to procure any beer, &c., *Hawkins*, 2112–2114. 2129–2133. 2164, 2165.

Denial that any real inconvenience is occasioned by the Act, *Cruikshank*, 2018–2021.

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*See* also *Dissatisfaction and Complaint.* *Hours of Closing*, 2. 3. *Lodgers.* *Middle Classes.* *Restrictions* (*Sale of Beer, &c.*) *Working Classes.*

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*Justices of the Peace.* Very proper manner in which justices of the peace generally interpret and apply the Act of 1854, *Hall* 84, 85.

L.

*Lambeth Police District.* Witness has had three cases which have called in question the legal meaning of the word "traveller," *Hon. G. C. Norton* 438–440—— Cases of drunkenness at the police court on Monday, before and after the passing of the present Act, *ib.* 484–493——Large proportion of the "night charges" which are connected with drunkenness, *ib.* 536, 537——Reduction in the amount of offences on Monday morning since the passing of the Act of 1854, *Elliott* 1213, 1214. 1216. 1226–1229. 1247. 1262–1265. 1299.

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*Legislative Control.* See *Restrictions* (*Sale of Beer, &c.*).

*Licensed Victuallers.* Respect in which the term victuallers' houses has of late become inapplicable, *Long* 718–722.——*See* also *Publicans.*

*Lodgers.* Objection to the exception in the present Act in regard to lodgers, as likely to operate very inconveniently, *Traill* 841–845. 896. 907–910—— Questions as to "lodgers" have frequently come before witness in the case of beershops, *Elliott* 1239. 1255, 1256——Considerable inconvenience occasioned by the closing at 11 p.m. to the middle classes, more especially to lodgers, *Wakley* 1810–1814. 1816, 1817. 1828–1830.

*London* (*City*). During the eleven months preceding the passing of the Act of 1854, 2,809 drunken persons were taken in charge within the City; and during the eleven months since the Act, 2,817 persons, *Harvey* 1358–1360. 1363——Regulations framed by witness (as empowered by the City Police Act) whereby merely drunken cases are dealt with, without being brought before the magistrates, *ib.* 1361. 1368–2375——Nearly similar number of cases in 1852, 1853 and 1854, *ib.* 1361——Population of the City in proportion to the number of drunken cases, *ib.* 1362——The citizens are not harshly affected by the Act of 1854, *ib.* 1364. 1400–1402. 1445.

Less drunkenness on Sunday since the passing of the Act, there being, however, an increase on Saturday and Monday, *Harvey* 1424, 1425——Comparatively small number of licensed houses open all night in the City, *ib.* 1444——The public-houses are well conducted, *ib.* 1458, 1459——Some houses used to open during Sunday afternoon before the passing of the present Act, *ib.* 1460–1462.

Very sensible diminution of drunken charges at the Mansion House on Monday for three months since the passing of the Act, as compared with the three corresponding months previously, *Sir R. W. Carden*, 1472–1482. 1499–1501. 1545. 1546.

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*London and Blackwall, and Tilbury and Southend Railways.* Very considerable traffic over these lines on Sunday, there being a great number of trains travelling short distances, *Wightman* 2188, 2189——Four trains arrive at Fenchurch-street after 10 p.m., *ib.* 2192——Diminution in 1854 of the Blackwall traffic; how far attributable to the Sunday Beer Act, *ib.* 2196, 2197.

*London, Brighton, and South Coast Railway.* Very large number of excursionists conveyed along the Brighton line, including the Croydon and Epsom branch, every Sunday, about one-fourth of whom, on returning, do not get away from the London Bridge terminus till after 10 p.m., *Hawkins* 2110. 2120–2126——Frequent complaints made by the excursionists against the closing of the public-houses under the Act of last Session, *ib.* 2111——There are no refreshment rooms at any station between Brighton and London, *ib.* 2127, 2128——Considerable diminution in 1855, as compared with 1854, of the number of Sunday passengers on the Brighton line; the same attributed partly to the operation of the Act of last Session, *ib.* 2133–2157——Explanation as to the refreshment room at the Brighton station being closed altogether at 10 p.m. on Sunday, *ib.* 2167–2184——Fares to Brighton and back by the excursion trains, *ib.* 2185, 2186.

*London and South Western Railway.* Reference to a statement by the manager of the London and South Western Railway, that about 3,000 persons arrive at the Waterloo station every Sunday night, who wish for refreshments, but cannot obtain them, *Sir R. Mayne* 1040–1046. 1104, 1105.

On an average, 1,800 excursionists arrive at the Waterloo station every Sunday night throughout the summer; about 3,000 persons altogether, generally arriving after ten o'clock; considerable distance travelled by some of these, *Norwood* 1849–1852. 1873–1892——Grounds for the opinion that the greater portion of the excursionists, but not the whole 3,000 persons, are desirous of obtaining public-house refreshment, *ib.* 1853–1867——Many of the excursion trains are unavoidably much behind their time, *ib.* 1929.

*Long, George.* (Analysis of his Evidence.)—Magistrate of the Marylebone district; has had many years' experience as a magistrate and a barrister, 690–692——Does not sit on Monday or Tuesday, but believes that since the Act of last Session, there has been a slight decrease of drunken cases on Monday, and a slight increase on Tuesday, 693. 697——Very extended construction given by witness to the word "traveller," which he considers applicable to persons going short distances from home, whether for pleasure or for business, 693. 696——Impropriety of not considering excursionists as travellers, 693.

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*Long, Mr.* Concurrence generally in the evidence of Mr. Long, *Hammill* 745. 750.

*Lovegrove, Messrs.* (Blackwall). Circumstances under which witness convicted Messrs. Lovegrove for having supplied beer, &c., during the day appointed for humiliation, *Yardley* 1150–1152——Conviction of Messrs. Lovegrove for keeping a house to which the lower classes resort open on the fast day, *Wightman* 2221–2224.

*Lower Classes.* See *Working Classes.*

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*Magistrates.* Impression that the provincial magistrates are more strict than the London magistrates in their interpretation of the Act, *Hall* 108——Necessarily imperfect character of any returns by magistrates as to the amount of drunkenness in their districts, *Traill* 846–849. 852. 867–869.

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*Maine Liquor Law.* Witness has taken a very great interest in the Temperance question, and is a member of the Maine Law Committee, *Sir R. W. Carden* 1483, 1515–1517—— Though impracticable to carry out the law in this country, approximations should be made to it, *ib.* 1517. 1567——Witness is an advocate for the Maine Liquor Law, but should not be satisfied with that, *Cruikshank* 2013.

*Margate.* Inconvenience on account of the Beer Act suffered by the excursionists returning from Margate, *Wightman* 2189–2192.

*Marlborough-Street Police District.* Slight difference at Marlborough-street Court as regards drunkenness since the passing of the Act of last Session; there is a decrease of charges on Monday, and an increase on Tuesday, *Hardwick* 606. 637, 638.

*Marylebone Police District.* Decrease in the number of drunken cases at Marylebone Court on Monday, and increase on Tuesday, since the passing of the Act of last Session, *Long* 693. 697; *Broughton* 1599, 1600.

*Mayne, Sir Richard, K.C.B.* (Analysis of his Evidence.)—Chief Commissioner of the Metropolitan Police, 1005——Explanation relative to certain returns, containing particulars as to the amount of drunkenness in the Metropolitan Police District from January to June 1854, inclusive, and from January to June 1855, inclusive; these returns delivered in, 1007–1010. 1092–1094——Considerable diminution shown by the foregoing return in the charges for drunk and disorderly conduct since the passing of the Act, 1007. 1010. 1092. 1122—— Sundry causes to which the diminution may be attributable; opinion that the extended closing of public-houses is the chief cause, 1011–1025. 1076–1078. 1122.

Grounds for believing that the sale of intoxicating liquors in unlicensed coffee-shops, &c., has not increased since the passing of the present Act; explanation as to the non-employment of the police as detectives in visiting these shops, 1026–1034. 1048. 1084–1091. 1095–1102. 1142–1145——Inaccuracy of certain evidence which has been given in regard to the mode of employment of the police concerning unlicensed houses, 1028. 1031, 1032. 1142, 1143——Inconvenience occasioned to excursionists, &c., by the closing of the public-houses in London at 10 p.m., 1035. 1037–1046. 1049, 1050. 1104, 1105 ——Inconvenience occasioned by the closing in the suburban districts between 2 p.m. and 6·30 p.m., but not by the closing at 10 p.m., 1035, 1036. 1049. 1117–1121. 1125.

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*Meredith, Captain Samuel,* R.N. (Analysis of his Evidence.)—Is at the head of the Constabulary of North Wilts, 2225——Very beneficial operation of the Beer Act of last Session in Wiltshire, in causing a considerable diminution of drunkenness and crime; doubt as to the diminution arising from other causes, 2226, 2227. 2232–2260. 2280–2286——Population of the county, and of some of the towns therein, 2228. 2275, 2276——Absence of complaint against the Act, 2229. 2277. 2287, 2288——Closing of the public-houses under the former Act during the period of Divine Service, 2230, 2231. 2278, 2279——Both in the agricultural and the manufacturing parts of the county, the working classes are quite as well off as they were twelvemonths ago, 2242–2247. 2251–2253. 2271–2273.

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*Metropolitan Police District.* Returns delivered in, and explanations thereon, relative to drunkenness in the Metropolitan Police District, from January to June 1854 inclusive, and from January to June 1855 inclusive, *Sir R. Mayne* 1007–1010——Considerable decrease of disorder in the Metropolis consequent on closing at 10 p.m., *ib.* 1010, 1076–1078. 1081–1083——Returns containing sundry particulars relative to drunkenness in the district, from January to June 1853, *App. p.* 159.

*Middle Classes.* Less inconvenience to the labouring classes than to the middle classes through the closing in the afternoon and evening, *Hall* 17–19——Inconvenient operation of the Act, more especially as regards the middle classes, *A'Beckett* 1304. 1308–1310. 1332–1351.——*See* also *Dissatisfaction and Complaint. Hours of Closing.*

*Middlesex.* The population under witness's jurisdiction amounts to upwards of 900,000 persons, and he holds between 1,100 and 1,200 inquests annually, *Wakley* 1698, 1699——The number of inquests held by witness, resulting from intoxication, has not diminished since the passing of the Act of last Session, *ib.* 1716.

*Monday.* People drink more on Monday than when they had more opportunities of drinking on Sunday, *Hall* 106, 107. 111, 113——The hour for opening on Monday morning is not material, *Traill* 906——Comparative Returns showing a considerable diminution in the number of charges after drunkenness in the Metropolitan Police District since the passing of the Act, *Sir R. Mayne* 1010, and *App. p.* 159——Monday, rather than Sunday, is a day of recreation with the working classes, *Sir R. W. Carden* 1502, 1503.

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*Moral Restraint.* A moral restraint is needed, and not a legislative restraint, *Harvey* 1366. 1433–1436——Witness does not want to legislate for the use, but for the abuse, of intoxicating drinks, and considers that moral means are not effectual as a remedy for such abuse, *Sir R. W. Carden* 1528–1533. 1537, 1538——The evil of drunkenness is to be corrected not by legislation, but by improvement in the habits and condition of the people, *Broughton* 1598——Education and improvement in the condition and tastes of the lower classes, rather than direct legislation, are the proper means of inducing sobriety and temperance, *Wakley* 1725–1727. 1730.

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*Norton, Hon. George Chapple.* (Analysis of his Evidence.)—Magistrate at the Lambeth Police Court, 435–437——Has had three cases which have called in question the legal meaning of the word "traveller," 438–440——Large construction given by witness to the words "*bonâ fide* traveller"; he considers the proper definition to be that of a person going so far from his home as to make it inconvenient or impossible for him to obtain refreshment, when required, at his home, 440–442——Effect of the introduction of the words "*bonâ fide*" in leading magistrates to interpret differently the word "traveller" as previously used, 441. 541, 542——Grievance of the diversity of opinion about the words in question, 443.

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*Norwood, Samuel.* (Analysis of his Evidence.)—Chief inspector at the Waterloo Railway Station, 1847, 1848——On an average 1,800 excursionists arrive at the station every Sunday night throughout the summer, about 3,000 persons altogether generally arriving after ten o'clock; considerable distance travelled by some of these, 1849-1852. 1873-1892——Grounds for the opinion that the greater portion of the excursionists, but not the whole 3,000 persons, are desirous of obtaining public-house refreshment, 1853-1867.

Dissatisfaction expressed by the excursionists, chiefly soon after the passing of the Act of last Session, at their being prohibited from procuring drink, &c., 1856-1872. 1902, 1903. 1918-1925. 1927, 1928——Respectable and orderly character of the excursionists, who are mostly of the working class, 1893-1901. 1910-1917——Impression that by the time of their arrival the coffee-shops are mainly closed, 1904-1909——Many of the excursion trains are unavoidably much behind their time, 1929.

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*Order.* Beneficial effect in the Metropolis as regards order, consequent on the closing in the afternoon, and after 10 p.m., *Sir R. Mayne* 1010. 1076-1078. 1081-1083——No disorder would result from extending the hours for opening, *Wakley* 1722.

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*Paynter, Thomas.* (Analysis of his Evidence.)—Magistrate for the Wandsworth and Hammersmith districts, 926——Does not generally sit on Monday, 927, 928——Has decided several cases in regard to the term "*bonâ fide* traveller;" case adduced in which the conviction was reversed on appeal, 929-933. 996-1001——Definition of a traveller, under the intention of the Act, as a person going from one place to another for necessity or business, or as a person going on an excursion to such a distance from his home that he cannot conveniently return thither for refreshment, 930. 935. 980-982. 987-995.

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*Penalty on Drunkenness.* Practice, under the law, to discharge every merely drunken person upon the infliction of a fine of 5*s.*, which, however, need not be paid for a week, *Corrie* 328–330. 333–35——Opinion that drunken persons, instead of being brought before the magistrate, should be locked up until they become sober, and then let go, *ib.* 329–339——Advantage if there were a direct law for the punishment of drunkenness, which is the parent of crime, *Hon. G. C. Norton* 447. 456–458——Unsatisfactory state of the law in regard to the penalty for drunkenness, *ib.* 447. 559–562; *Hardwick* 669, 670.

Suggestions with a view to magistrates being empowered to inflict a penalty varying in amount for simple drunkenness; unsatisfactory state of the present law hereon, *Traill* 850, 851. 858. 865. 871–880. 902–905——At present, unless the person convicted is possessed of 5*s.* there are no effectual means of enforcing the penalty, *ib.* 850. 874. 902. 904——On Sundays, particularly, simple drunkenness should be subject to a penalty not exceeding 20*s.* or 40*s.*, *ib.* 865.

The punishment for drunkenness, unless in connexion with disorderly conduct, should not be increased, *Harvey* 1367——It is of considerable importance that the laws respecting drunkenness should be altered, *Beadon* 1957.

*Petitions.* Slight weight attached to petitions, numerously signed, against the Act, *Cruikshank* 2032–2037.

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*Police, The.* There is nothing especially obnoxious to the police in the fact of informations under the Act being mainly laid by them, *Hall* 190–197——Right of the police to interfere for the prevention of drunkenness, and to enter public-houses for the purpose, *Corrie* 293–303. 307——Reasons for not objecting to the employment of the police as informants against licensed public-houses, their employment in the matter of coffee-shops being, however, objected to, *Sir R. Mayne* 1047, 1048——Reference to the employment of some police constables under the Board of Inland Revenue, *ib.* 1088–1091——Expediency of strict police regulations, rather than of Sunday closing, *Harvey* 1365. 1426–1436. 1457——Objections to the police being made spies upon the conduct of licensed victuallers, *Wakley* 1711.——*See* also *Travellers*, 3. *Unlicensed Houses.*

*Proceedings of the Committee. Second Rep. p.* iv–vi.

*Public Opinion.* See *Dissatisfaction and Complaint. Working Classes.*

*Publicans.* Circumstance of publicans or innkeepers being indictable at law if they refuse at any time to open their houses to any person demanding refreshment as a traveller, though they cannot at the time claim information from him as to the fact of his being a traveller, *Hall* 157–171——Illustration showing the very objectionable operation of the Act in regard to travellers, upon which point the publican is open to much hardship, *Corrie* 206——Feeling of publicans in favour of entire closing, rather than of the present arrangements, *Hon. G. C. Norton* 455. 586——Opinion that very few publicans would serve a man on the verge of drunkenness, *ib.* 566. 570——Advantage if publicans were more strictly punished for permitting disorder and drunkenness in their houses, *Hardwick* 634. 638. 671, 672.

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*Recreation.* If rational amusements were offered to the people, there would not be any harm in a social point of view in allowing public-houses to be open on Sunday, &c., *Arnold* 432-434——Great importance of the principle of rational and innocent recreation for the people on Sundays and holidays; practical suggestions hereon, *Hon. G. C. Norton* 448, 449. 458. 461-463. 503-513. 519-524——Every use should be made of the facilities of locomotion with a view to the rational recreation of the masses, *Hon. G. C. Norton* 449; *Hardwick* 678-682——Evidence in favour of allowing all places of rational amusement and instruction to be open on Sunday, *Hardwick* 673-689; *Wakley* 1835-1837——Desirableness of promoting means of rational amusement on Sunday, such as visits to tea-gardens, parties, &c.; good order observed on those occasions, Sir *R. Mayne* 1125. 1129-1136. 1138-1141.——*See* also *Crystal Palace.*

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*Refreshments.* Licensed victuallers are bound to supply food, if required, *Arnold* 370——Opportunities for obtaining refreshments other than intoxicating drinks, when the public-houses are closed, *ib.* 403-405; *Long* 700-702——Power of travellers to obtain refreshment at inns at any hour without reference to the Act of last Session, *Traill* 825. 835, 836. 923-925——Sufficient opportunities at present for excursionists to obtain necessary refreshment, Sir *R. W. Carden* 1496-1498. 1534-1537. 1550-1556——Great inconvenience to the lower classes having but one room, and to lodgers, if retarded from procuring refreshments on Sunday, *Wakley* 1840-1842——The denial of intoxicating liquors is no denial of necessary refreshment, *Cruikshank* 2003. 2018.

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*Richmond.* Anyone going from London to a hotel at Richmond for refreshments, and sleeping there for the night, should hardly be considered a traveller within the meaning of the Act, *Hall* 40, 41. 60.

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*Teetotallers.* Circumstance of a good deal of the disorder at public-houses being caused by teetotallers returning to habits of drink, *Wakley* 1723, 1724. 1790-1793.

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*TRAVELLERS:*

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2. *Different Interpretations by different Magistrates.*
3. *Practice in regard to the Onus probandi.*
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1. *Reference generally to the Difference of Opinion regarding the Meaning of the words "Bonâ fide Traveller."*

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a day's recreation, do not come under witness's construction of the term "traveller," *Arnold* 345–351. 419–421——Impression that a person going from one end of the Metropolis to the other is not a traveller within the meaning of the Act, *ib.* 408, 409——Opinion that if a man walks ten miles he may fairly be considered a traveller, *ib.* 419.

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Witness has decided several cases in regard to the term "*bonâ fide* traveller;" case adduced in which the conviction was reversed on appeal, *Paynter* 929–933. 996–1001——Definition of a traveller, under the intention of the Act, as a person going from one place to another for necessity on business, or as a person going on an excursion to such a distance from his home that he cannot conveniently return thither for refreshment, *ib.* 930. 935. 980–982. 987–995——The reversal of the conviction by witness goes to show that the Act has no operation at all, *ib.* 930. 932. 997——Persons going any short distance for pleasure should not be termed "travellers," *ib.* 930. 980. 989. 992——The case referred to was an information against a publican named Kirby who kept the "White Hart" at Putney, and supplied refreshments to persons, as travellers, though they came but very short distances, *ib.* 932. 996, 997——Grounds upon which the Guildford bench of magistrates reversed witness's decision, *ib.* 933. 1001.

Witness has decided several cases in regard to the word "*bonâ fide* traveller"; considers that excursionists, however far they may go from home, are not travellers within the meaning of the Act, *Yardley* 1149–1155. 1167. 1171, 1172.

Decision by witness in the case of an information against excursionists, that they were travellers, and entitled to refreshment, *A'Beckett* 1315–1320.

Witness does not consider an excursionist a traveller within the meaning of the Act, *Sir R. W. Carden* 1470, 1471.

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3. *Practice in regard to the Onus probandi:*

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3. *Practice in regard to the Onus probandi*—continued.

*Sir R. Mayne* 1055–1057——Difficulty as to the police proving that the parties are not travellers, *ib.* 1055, 1058.

The *onus* of proof should rest with the informer, *Yardley* 1202, 1203; *Combe* 1678——Witness obtains evidence in the case from whatever quarter he can, *Yardley* 1202——The informer should first state his case, and the publican then make his defence. *Broughton* 1650–1653——Witness requires the publicans, according to Jervis's Act, to provide proof that they were supplying travellers, but does not convict them if, through failing to substantiate their case, they can show that they have acted *bonâ fide*, *Beadon* 1938-1944.

4. *Suggestions for the Amendment of the Act:*

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Very liberal construction which witness would place on the word "traveller," supposing the term "*bonâ fide*" to be omitted, *Traill* 821. 832–834. 838——But for the words "*bonâ fide*," witness should consider all excursionists as travellers within the meaning of the Act, *ib.* 821. 832–834. 838——Unsatisfactory state of the law on account of the diversity of opinion which the term "traveller" admits of, more especially since the introduction of the words "*bonâ fide*," which seem intended to restrict the more usual interpretation of the word, *ib.* 821. 833–838——Objection generally to the exception as regards travellers, *ib.* 825. 841. 896. 907–910.

Acquiescence generally of all parties as to the meaning of the word "traveller," before the words "*bonâ fide*" were added to it, *Elliott* 1232–1244——Inexpediency of an exception, as in the case of travellers, which cannot be defined, *A'Beckett* 1323, 1324——With regard to the words "*bonâ fide* traveller," it would be better to omit them altogether, and to leave the question to the discretion of the magistrate, *Broughton* 1646–1653——The words "*bonâ fide*" should not lead to a new interpretation of the word "traveller," but had better be struck out of the Act, *Beadon* 1936, 1937——Expediency of retaining the word "traveller," *ib.* 1937. 1988–1990.

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*Tuesday.* Returns showing a decrease in the charges for drunkenness in the Metropolitan Police District, under the Act of last Session as compared with the previous Act, *Sir R. Mayne* 1010, and *App. p.* 159.

*Trowbridge* (*Wilts*). Beneficial operation of the Act in checking drunkenness in this town, *Meredith* 2253.

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*Union Hall Police District.* Statement as to the closing in this district during Divine Service in the afternoon not having answered the purpose for which intended, *Traill* 829.

*Unlicensed Houses.* Belief that the sale of spirits in low coffee-houses, &c. has of late diminished rather than increased, *Hall* 26–31. 115——Impression that the sale of liquors at unlicensed houses and low places has not increased since the passing of the Act of 1854, *Corrie* 215–218. 276——Respect in which more desirable that drunkenness should take place in licensed houses than in low shops, *ib.* 388–392——Considerable extent to which clandestine drinking is carried on in unlicensed houses; how far the Act of 1854 may increase the sale of liquor in such houses, *Arnold* 358–363. 373–384. 400–402——Understanding that the police have recently been ordered not to go about in plain clothes with a view to the detection of the unlicensed sale of liquors, *ib.* 359, 360. 381. 383.

Sale of spirits in unlicensed coffee-shops adverted to as a great evil, *Hon. G. C. Norton* 450–454——Increase of late in the sale of liquors at unlicensed places, which are much more objectionable than public-houses, *Harawick* 607–611——Impression that spirits are often sold in coffee-shops, &c., *Long* 702——Particulars relative to the operation of coffee-shops

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coffee-shops and other places in Westminster, where liquors are sold without a license; abandonment lately of the practice of visits by the police for the purpose of detection, *Taylor* 785–810. 816–819——The police used to interfere as detectives in plain clothes in 1855, but they have not done so in the same way during the present year; reason for the change, *ib.* 786–789. 805, 806. 816–819——Grounds for inferring that the sale of liquors is carried on to a considerable extent in these houses, *ib.* 790–808.

Effect of the present Act in encouraging the sale of spirits, &c., in unlicensed houses of low character, *Traill* 862, 863; *Paynter* 938–948; *Harvey* 1404–1409——Grounds for believing that the sale of intoxicating liquors in unlicensed coffee-shops, &c., has not increased since the passing of the present Act; explanation as to the non-employment of the police as detectives, in visiting these shops, *Sir R. Mayne* 1026–1034. 1048. 1084–1091. 1095–1102. 1142–1145——Inaccuracy of certain evidence which has been given in regard to the mode of employment of the police concerning unlicensed houses, *ib.* 1028. 1031, 1032. 1142, 1143——Misapprehension of Mr. Taylor in regard to the manner of employment till lately of the police, with a view to the detection of the unlicensed sale of liquor, *ib.* 1028. 1031, 1032. 1142, 1143——Reasons for objecting to the employment of the police as a means for the conviction of unlicensed coffee-shop keepers, *ib.* 1029–1031. 1048. 1096, 1097.

Some cases of drinking in low places during the prohibited hours, have come before witness; impression that these cases are less numerous than under the previous Act, *Yardley* 1184, 1185. 1192, 1193. 1204–1206——Opinion that persons prohibited from drinking at public-houses after 10 p. m. will still find means of obtaining drink, *ib.* 1187. 1190——Witness has no reason to believe that in consequence of the public-houses being closed, drunkenness takes place instead in coffee-houses, *Elliott* 1217–1225——Tendency of the increased restrictions under the Act to encourage clandestine drinking in low places; authority for this statement, *Broughton* 1600–1603. 1621–1637.

*Upper Classes.* Witness would not object to a similar restriction upon himself or the upper classes, as upon the lower classes, *Sir R. W. Carden* 1583, 1584.

*See* also *Class Legislation.* *Club Houses.* *Hotels.* *Working Classes.*

V.

*Victoria Park.* Benefits consequent on the opening of park, *Hon. G. C. Norton* 448——Opinion that a person going to Victoria Park should be entitled to refreshment as a traveller, *Hammill* 753, 754.

W.

*Wages.* Great advantage if wages were paid on Friday, *Hon. G. C. Norton* 517; *Long* 746; *Elliott* 1268–1270; *Harvey* 1391——Temptation to drink when wages are received on Saturday night, *Hardwick* 645–647——In the Southwark district, wages are chiefly paid on Saturday night, and sometimes in public-houses, *A'Beckett*, 1355, 1356——Evil in paying wages late on Saturday night, *Sir R. W. Carden* 1586–1592——Advantage if the public-houses were closed before the time when wages are paid, *ib.* 1586. 1594.

*Wakley, Thomas.* (Analysis of his Evidence.)—Has been coroner for Middlesex since 1839; 1696, 1697——The population under witness's jurisdiction amounts to upwards of 900,000 persons, and he holds between 1,100 and 1,200 inquests annually, 1698, 1699——Has peculiar opportunities for learning the views of the middle and lower classes, and of publicans, in regard to the Beer Act of last Session; these opportunities considered, 1700. 1703, 1704. 1739–1744. 1801–1806. 1824, 1825.

Very strong feeling among the middle and lower classes against the restrictive character of the Act, 1701–1706. 1718. 1839. 1844–1846——Very unfavourable feeling produced by the Act against the Legislature, 1701. 1705. 1725. 1733——Considerable extent to which publicans complain against the Act, 1702. 1706–1709. 1775. 1780——Dissatisfaction naturally felt by publicans on account of the want of legal definition of the words "*bonâ fide* traveller," 1707–1709——Opinion that any person away from his home should be considered a traveller, 1707.

Excellent character of publicans as a class; exemplary manner in which they conduct their business, 1710. 1712. 1714, 1715. 1821——Objection to the police being made spies upon the conduct of licensed victuallers, 1711——Statement that publicans have been looked upon by the Legislature as marked men, and have on several occasions been selected for annoyance and persecution; grounds for this statement considered, 1712, 1713. 1745–1764.

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TO

# REPORTS

FROM THE

# SELECT COMMITTEE

ON

# SALE OF BEER, &c. AC

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